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W.L.M. KING PAPERS

Memoranda and Notes

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PUBLIC ARCHIVES
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CANADA

C 137136

ARTHUR GEORGE DOUGHTY

K.C.M.G., F.R.C.S., M.A., D.LITT. LAVAL

DOMINION ARCHIVIST

1904 - 1935

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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C 137137

Extract from

"The Canadian Archives and Its Activities"

by (Sir) Arthur G. Doughty,

Ottawa, King's Printer, 1924.

"Of all national assets, archives are the most precious; they are the gift of one generation to another and the extent of our care of them marks the extent of our civilization."

The Canadian Archives and Its Activities

Arthur G. Doughty

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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CANADA

COPY C 137138

THE SIR ARTHUR DOUGHTY MEMORIAL STATUE

By R. Tait McKenzie, R. C. A.

Description

This beautiful model in plaster, a miniature of the life size bronze that is to go in front of the Archives Building in Ottawa in September 1939, is the work of Doctor Tait McKenzie, one of the world's foremost sculptors at the time of his sudden passing. Doctor McKenzie had just completed this, his last and perhaps most important work for his mother country.

The statue shows this great archivist and statesman in a quiet sitting pose. In his right hand he holds the certificate, which he received, Doctor of Letters, from Laval University. On his bent left knee overlapping his right leg he holds a small manuscript, perhaps words he had spoken on the occasion. He is draped in the academic gown of Laval University, Quebec.

The finished statue will be life-size, on a beautiful pedestal of granite, with appropriate description to be selected by the Government and Lady Doughty.

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OFFICE OF THE PRIME MINISTER

C 137189

1936

MEMORANDUM

NOTE:

After many attempts to obtain a decision, Mr. Cardin, on September 2nd, said he did not care to take part in the Sir John Abbott ceremony at St. Andrews East.

On September 3rd, Mr. Lapointe suggested Mr. Rinfret, who, however, expressed disinclination to act as he considered it an "English-speaking occasion". He suggested Mr. Power.

The matter will again be brought to Mr. Lapointe's attention in about a week's time.

W.J.T.

September 8, 1936

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CANADA

C137140 804
1936

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa, September 12th, 1936.

MEMORANDUM FOR THE ACTING PRIME MINISTER:

In the attached correspondence, Dr. M. E. Abbott extends an invitation to Mr. King to attend the unveiling, at St. Andrews East, on October the 3rd, of a tablet erected to Sir John Abbott, one of the Prime Ministers of Canada. Mr. King explained he would be out of the country but would endeavour to arrange to have one of his colleagues attend as the representative of the Government.

Mr. King suggested that Mr. Cardin be present. Mr. Cardin, however, did not care to do so. On September the 3rd you suggested Mr. Rinfret, who, however, expressed disinclination to speak, as he considered it "an English-speaking occasion". He suggested Mr. Power.

You may wish to discuss this further in Council, or arrange with one of your colleagues from Quebec to be present.

I will appreciate having the correspondence eventually returned for the fyles of the office.

Read.

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OFFICE OF THE PRIME MINISTER

C 137141

MEMORANDUM

December 1st, 1936.

For Mr. King:

-- The attached clipping from The Gazette is all there has been on the unveiling of a memorial to Sir Arthur Currie in Montreal on December the 5th. Mr. Bowler, and National Defence, have no further particulars other than that the ceremony is in charge of Mr. Justice Mackinnon.

E. A. P.

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CANADA

OFFICE OF THE PRIME MINISTER C 137142

MEMORANDUM

1936
J-154

December 3rd, 1936. 1936

For fyle:

I telephoned Mr. Justice Mackinnon this morning to let him know that the Prime Minister had mailed a letter to him last night which associated him with the ceremony on Saturday. I explained that it was not possible for the Prime Minister to go to Montreal. Judge Mackinnon said that messages would not be read at the service, which would be of a very brief and simple nature, but would be given to the press on Saturday.

E. A. P.

[Sir A. Currie Monument]

P/R

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 137143

M-806
1937

(Copy)

Ottawa, January 12th, 1937

MEMORANDUM FOR THE MINISTER OF FINANCE

The Prime Minister has directed me to ask that an item be included in the Main Estimates, for a monument to Sir Arthur Doughty, in the following terms:

"Statute of the late Sir Arthur G. Doughty, to be erected in front of The Dominion Archives Building.....$16,000."

Edward A. Pickering
Assistant Private Secretary.

P/R

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PUBLIC ARCHIVES
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CANADA

(Copy)

C137144

Ottawa, July 12th, 1937.

MEMORANDUM FOR THE PRIME MINISTER

Re: Visit to Ottawa of Mr. Greber

When Mr. Greber is in the city, you may wish to take up, in addition to the location of the War Memorial and other matters, the following items:

1. A possible site for the Memorial of King Edward VII, (partially completed);

2. A possible site for a Memorial to King George V, (no decision, thus far, taken to proceed with a Memorial);

3. A site for a future home for the National Gallery.

E. A.P.

P/R

For original see
G-303-1
1937

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OFFICE OF THE PRIME MINISTER C 137145

MEMORANDUM

M-806
1937

Mr. King:

To remind you that Lady Doughty was 'phoning about the inscription on a headstone;

Also that Mr. Cummings was asking if his men had done satisfactory work on the doors.

HH.

September 22, 1937.

H/MP

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CANADA

C 137146

FROM THE PRIME MINISTER

TO

Mr. Pickering:

Mr. King wishes to speak to you, tomorrow, about Dr. Tait McKenzie.

Z.

4/10/37

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C. 137147

Doughty -

Item 270

MEMORANDUM

Office of the Prime Minister

Ottawa, 18

Handy

Miss McC.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 137148
M-806
1937

PRIVATE

Ottawa, October 13th, 1937.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Mr. J. Emile Brunet

I asked Mr. Corbin if he knew of any way in which he could very discreetly, without divulging on whose behalf he was enquiring, ascertain what Mr. Brunet's condition is. Mr. Corbin knows, quite well, the firm of J. Brunet Limited, Monument Sculptors, in Montreal, and while in the City over the weekend, he spoke to Mr. Lapointe, the Accountant of the Company. Mr. J. E. Brunet is a nephew of the owner of the firm, and Mr. Lapointe had, only a few days ago, received a letter from him, addressed from the Saint Sacrament Hospital, Quebec, in which he stated that he expects to return to Cote des Neiges some time in November, but does not think he will be able to resume work until next spring. Mr. Brunet, in the letter, was apparently none too confident that, even then, he would be well enough to resume work very actively.

As I had told Mr. Corbin to do nothing beyond making discreet enquiry about Mr. Brunet's condition, this is as far as his conversation with Mr. Lapointe went. In the ordinary course of events, Mr. Lapointe expects to go to Quebec this weekend. Mr. Corbin says that Mr. Lapointe is a man of mature judgement and one who could be completely relied upon, if there was anything further which you wish done. I ascertained from Mr. Corbin that Mr. Brunet's mother was in Quebec, but she, herself, is not in good health and I rather gathered that she would not be a particularly happy person through whom to convey a message to Mr. Brunet.

E. A. P.

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OFFICE OF THE PRIME MINISTER C137149

MEMORANDUM

For Mr. Pickering:

Through the Mr. Lapointe mentioned in your memorandum, or whatever way you got it done before, pls. have Mr. Brunet informed that Govt. is a little concerned about monument to Dr. Doughty. Appropriation is for this year, and should not be carried over to another year.

I have said to Mr. Brunet that we would not be doing anything further until he came out to Canada. I am wondering whether it would be wise to keep things waiting longer. In the event of his getting better, we may be able to find something else for him - it might be very difficult to say in Parliament we had been holding this for him. Pls. do this discreetly.

W.L.M.K.

October 15, 1937

EH.

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PUBLIC ARCHIVES
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C 137150

Private

Ottawa, October 30, 1937.

MEMORANDUM FOR THE PRIME MINISTER:

Re Mr. J. Emile Brunet

Mr. Corbin has had word from Mr. J. O. Lapointe, of J. Brunet Limited, Montreal, who, this week, was in Quebec and saw Mr. J. Emile Brunet at Saint Sacrement Hospital.

While Mr. Brunet is considerably improved, his convalescence will be a very long one. It will be several months before he can resume work. He thoroughly appreciated the circumstances which prompted you to send the message conveyed through Mr. Lapointe, and would not wish to have the work on the monument delayed on his account. He stated definitely that it would be quite impossible for him to complete it in the desired period.

Mr. Brunet mentioned in the course of conversation that, at the time of the opening of the Canadian Pavilion, he had written the Prime Minister on the subject. Seeing that he had no reply to his letter, Mr. Brunet wonders if you received it. I have asked Mr. Handy to locate the letter in the European trip papers. (Letter attached)

--

The awarding of the contract before the end of the fiscal year, is not in itself sufficient to avoid a re-vote. According to the usual practice, only services and supplies, rendered or delivered during the fiscal year, can be paid out of an appropriation for that year. Any work outstanding on the contract at March 31st, would have to be provided for in a further appropriation for the fiscal year 1938-39.

E. A. P.

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OFFICE OF THE PRIME MINISTER C137151

MEMORANDUM

1937

MR. KING:

Mr. Roland Beauchamp, (Queen 2105) came in to ask if he might be considered when the question of a sculptor for the monument of Sir Arthur Doughty is being discussed. He is a local sculptor, and left with me the attached photograph of his Bust of the Right Honourable Ernest Lapointe.

Mr. Beauchamp also wondered if you would care to have him do your Bust. He said he could do it while you were working at your desk, and that this was the way in which he had done the Bust of Mr. Lapointe.

November 10, 1937

Mr Henry.
Please file with papers re

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C 137152

FOR THE PRIME MINISTER

FOR COUNCIL: November 25th, 1937.

SUBJECT: Sir Arthur Doughty Monument

REMARKS: Mr. Pickering's memorandum, and letters of June 30th from Mr. Brunet, and December 8th from Mr. Ronson, attached. Prime Minister wishes to obtain approval of granting commission to Dr. Tait McKenzie.

CONSIDERED BY COUNCIL: December 21st, 1937.

ACTION TAKEN: Prime Minister authorized to commission Mr. Brunet, Tait Mackenzie, or anyone he wishes. Mr. King stated amount would have to be revoted for next year. Mr. Ronson advised by Mr. Pickering on December 22nd.

DISPOSED OF: E.A.P.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C137153

M-806
1938
R-100 Mc
1938

Mr. Henry:

If Dr. McKenzie 'phones the Office, please find out where he is staying. Will try and see him some time tomorrow, or this evening, but I cannot fix a definite time.

W.L.M.K.

February 28, 1938

(EH)

Seen at 21
28/2/38

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

File

C 137154

April 8, 1938.

Mr. King:

Mr. Lanctot telephoned to say that he has seen Lady Doughty, who is perfectly satisfied and asked him to convey to you a word of thanks on her behalf.

HH.

HH/MP

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C 137155

May 3rd, 1938

M-806
1938

For fyle:

The Prime Minister asked Mr. Lapointe to enquire if Mr. J. Emile Brunet would be able to complete the Doughty Memorial, commenced by Dr. Tait McKenzie.

E.A.P.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C 137156

May 7th, 1938.

For fyle:

The Prime Minister, this morning, asked me to tell Mr. Hunter that, yesterday, he had asked Mr. Cardin to arrange with Mr. Brunet to take over the uncompleted commission of Tait Mackenzie for the Doughty Memorial. Mr. King indicated he had asked that Brunet come up to Ottawa. I passed this information on to Mr. Hunter whose Minister was out of town and had not spoken to him before leaving. He will discuss it with Mr. Cardin immediately upon his return, Monday.

E.A.P.

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C 137157

OFFICE OF THE PRIME MINISTER

MEMORANDUM

May 14th, 1938.

For the Prime Minister;

Mr. Hunter suggests that the Prime Minister do not give any assurance beyond that the undertakings of the contract will be fully met.

E.A.P.

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C 137158

Confidential

FOR THE PRIME MINISTER

FOR COUNCIL: June 9th, 1938.

SUBJECT: Suggested purchase of property between frontier and river at Stanhope, P.Q.

REMARKS: Correspondence re attached.

CONSIDERED BY COUNCIL: June 9th, 1938.

ACTION TAKEN: The Prime Minister spoke to Mr. Cardin who has agreed to meet Mr. Davidson's wishes. On Prime Minister's instructions, Mr. Davidson telephoned to Quebec, June 10th, and was so informed. Mr. Cardin had also communicated with Mr. Davidson.

DISPOSED OF: The correspondence was returned to Mr. Davidson.

E.A.D.

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C137159
1938

Ottawa, July 8th, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Memorial of Sir Arthur Doughty

Mrs. Tait Mackenzie telephoned from Almonte to leave word for the Prime Minister that she would be there during the months of July and August.

Attached is a copy of Mr. Cardin's memorandum to Mr. Hunter, stating the Cabinet Committee had approved the sketch model. In conversation with Mr. Hunter, ~~the~~ a question ~~arose~~ as to whether the foot was not too large, in proportion to the head. Mr. Hunter stated that Lady Doughty had, herself, made the same comment. In the enlargement of the model it would be possible to alter the proportion. Mr. Hunter enquires if the Prime Minister would approve of his inviting consideration of this point by the artist who will be selected to complete the memorial.

I agree
Lady Doughty had small hands & feet & toes - better have altered
K.

E.A.P.

Yes - and also a better likeness of the face - though the position (side pose) & size of the head is good - it should be more obliquely like an egg lying

W.L.M.K.

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CANADA

C 137160

July 6, 1938.

MEMORANDUM TO THE DEPUTY MINISTER:

Re: Sir Arthur Doughty Memorial.

I have examined the sketch model made by the late Dr. Tait McKenzie and it has also been exhibited to the Members of the Privy Council Committee appointed by Order-in-Council of July 30th, 1937, to advise the Minister of Public Works in matters of this kind. The judgment is favourable and you are authorized to have the Estate of the late Dr. McKenzie proceed with the completion of the statue on condition that they associate Mr. Emanuel Hahn, sculptor, of 32 Adelaide Street East, Toronto, Ontario, with the work.

(SGD.) P. J. ARTHUR CARDIN

Minister.

j

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C 137161

OFFICE OF THE PRIME MINISTER

MEMORANDUM

June 24th, 1938.

For fyle:

The Prime Minister stated that all that he has in mind is a very simple ceremony, to take place at one o'clock on July the 1st, with no publicity given to the press, and no speeches. Mr. Cardin and himself, Mr. Hunter, Mr. Fuller and the Mayor, and perhaps one or two others, will be asked by Mr. Hunter to be present when Mr. King will place one or two of the new coins in the cement of the foundation. Mr. Hunter has been communicated with and has the arrangements in hand.

E.A.P.

(E. A. PICKERING)

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C137162

OFFICE OF THE PRIME MINISTER

MEMORANDUM

June 29th, 1938.

For fyle:

The Prime Minister decided to cancel plans for any ceremony. Mr. Hunter was advised by telephone, this morning.

E.A.P.

(E.A. PICKERING)

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C 137163

July 12th, 1938.

For fyle:

The dimensions of the War Memorial:

52' 2" long

26' 6" wide

28' centre

11' deep to rock.

E.A.P.

(E.A. PICKERING)

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MEMORANDUM
Office of the Prime Minister

C 137164

W-15-1
1938

Ottawa, July 12th, 1938.

For Mr. Pickering:

Miss Z. said the Prime Minister wanted the dimensions of the War Memorial put with other papers re.

R

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C 137165

W-151
1938

OFFICE OF THE PRIME MINISTER

MEMORANDUM

W-126
1938

July 14th, 1938.

0-303-1
1938

For fyle:

Mr. Greber indicated, today, that it was expected that the War Memorial would be in place by October the 15th, this year, and that if this proved true, it would be possible to have the Dedication Ceremonies on Remembrance Day.

E.A.P.

(E.A. PICKERING)

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OFFICE OF THE PRIME MINISTER

C137166

MEMORANDUM

For the Prime Minister:

Mr. Pickersgill has discussed this matter with Mr. Cardin on two occasions. He learned this morning that there was no vote from which the purchase could be made immediately, but Mr. Cardin agreed to look into the matter further, and to speak to Mr. Davidson about it, early in January.

A.D.P.H.

A.D.P.H.

December 21, 1938.

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M-813

OFFICE OF THE PRIME MINISTER 137167 1939

MEMORANDUM

FOR MR. HENRY:

As requested, I saw Mr. Sidney March and made enquiries about the bust of Lady Aberdeen's son. According to Mr. March, both the marble bust, as executed by the March brothers, and the original plaster model have been sent to Lady Aberdeen. Mr. March allowed me to read a note from Lady Aberdeen which indicated the latter's satisfaction with the work.

R. L. F.

January 25, 1939.

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OFFICE OF THE PRIME MINISTER C 137168

MEMORANDUM for file

I spoke to Mr Crerar's Secy. about this matter and suggested that Mr Crerar write to Mr McRae direct and inform him of the decision of the Board.

He agreed to ask Mr Crerar to do that and to send a copy of his letter to the P.M.'s Office - W.L.M.K.

June 1st. 1939

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PUBLIC ARCHIVES
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C 137169806

OFFICE OF THE PRIME MINISTER

MEMORANDUM

1939

FOR FYLE:

I spoke to Lady Doughty by telephone. She mentioned that when she had last spoken to Mr. King concerning the suggested inscription, he had asked whether he might not discuss the exact form with her at greater length. This still remains to be done.

It is understood that the memorial is now nearing completion in Mr. Emanuel Hahn's studio.

J. A. G.

June 29, 1939

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PUBLIC ARCHIVES
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CANADA

C 137100

JAG

JAG:AW
3.7.39

M-806
1139

Memorandum for the Prime Minister:

Re: Memorial of Sir Arthur Doughty

1. Details of the inscription suggested by Emanuel Hahn, Sculptor, were submitted by Public Works and were forwarded to Lady Doughty on December 20th, last, (copies attached) in compliance with her request to consider the matter.

2. Mr. Hunter now enquires whether any decision has been taken.

3. In a conversation with Lady Doughty by telephone on June 29th, it was understood that she wished to have a further conversation with the Prime Minister with a view to determining the exact form of the inscription.

4. Would the Prime Minister direct what answer may be returned to Mr. Hunter's enquiry?

A. D. P. H.

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C 137171 M-806
5.7.39
1939

Mr Heeney

FOR THE PRIME MINISTER:

Memorial to Sir Arthur Doughty

-- 1) Mr. Hunter reports, in the attached letter, that the full-size model of the statue is now ready for inspection in Mr. Emanuel Hahn's studios in Toronto, and he asks the Prime Minister's wishes concerning the inspection.

2) Mr. Hunter, concluding that it may be difficult for a quorum of the appropriate Committee of Cabinet to inspect the model in Toronto, suggests that the Prime Minister might wish Major Lanctot (Dominion Archivist) and Mr. H. O. McCurry (Assistant Director of the National Gallery) - both of whom knew Sir Arthur well - to make the inspection.

I doubt this for reasons I miss the type of IC

3) Mr. Hahn has suggested in the same connection Mr. Charles W. Jefferys, R.C.A., (the distinguished painter of Canadian historical scenes, (who likewise knew Sir Arthur), and Mr. Winter, Supervising Architect for the Department of Public Works at Toronto. (Mr. Hunter points out that Mr. Winter, never having known Sir Arthur, could be expected to judge only of the workmanship).

OK

4) Will the Prime Minister please indicate if he approves of Mr. Hunter's suggestions, or what alternative reply should be sent?

If Lady Doughty and her daughter, Selyk could be persuaded to go to Toronto, as have some one who [illegible], or have it arranged to send her by Mr. dept. that would be best. — I will be glad to drop in on Aug. 9th, but that will probably delay matters too long to have statue in place this year before end of Sept. if work is possible most desirable.

A. D. P. H.

(see [illegible])

Please ascertain, what is being proposed for the base of the monument in the sides &c

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C 137172 M-806
JAG/MP 1939
7.7.39

MEMORANDUM FOR THE PRIME MINISTER:

Memorial to Sir Arthur Doughty

1. The Prime Minister has had under consideration Mr. J. B. Hunter's letter of July the 5th (attached) with reference to the inspection of the full size model of the statue which Mr. Hahn has now completed.

2. The Prime Minister has likewise considered the suggestion that Mr. Charles W. Jefferys, R.C.A., and Mr. Winter (Supervising Architect for the Department of Public Works at Toronto) might be asked to inspect this model, and has added, that if Lady Doughty and her daughter could be persuaded to go to Toronto, or have someone take them there, or have it arranged to send them by the Public Works Department, this would be best.

3. The Prime Minister has further indicated that he would be glad to call in at Mr. Hahn's studio in Toronto on August the 9th, but has indicated that this might probably delay matters too long to have the statue in place before the end of September of this year.

4. Attached is a sketch showing where it is proposed to place the inscription bearing Sir Arthur's titles and degrees.

5. Mr. Hunter suggests that if this latter inscription is to appear on two faces (the one facing Sussex Street and the other the main entrance to the Archives Building), the further inscription of an extract from Sir Arthur's writings (attached) might then appear on the north face of the memorial (i.e., facing the south front of the Royal Mint).

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C 137173

6. This inscription might either be cut into the granite base of the memorial, or it might take the form of a bronze plaque to be attached to the memorial. Mr. Hunter is of opinion that the latter form (i.e. a bronze plaque) would be likely to detract from the effect of the memorial.

Would the Prime Minister please indicate his further wishes in this matter.

A. D. P. H.

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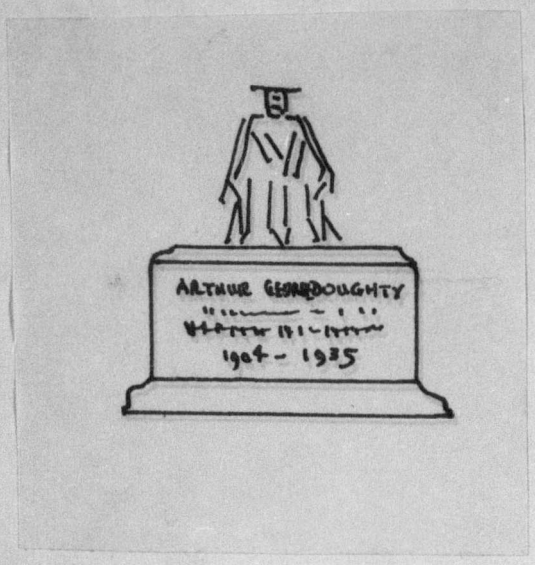
C 137174 M. 806 1939

Front View (facing Sussex Street)

N

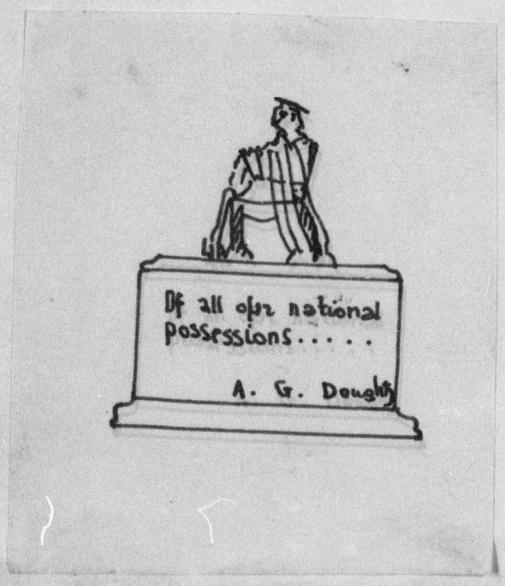


On the large front space of the pedestal, would be carved the name and titles, together with the dates between which Sir Arthur was Dominion Archivist. The sculptor also proposes that the same inscription should appear on the back face of this same pedestal.

OK

Side shown faces Royal Mint.

N



It is suggested that on this face might be carved the extract from Sir Arthur's writings.

Or put in with lead
This is frequently done
Cis effective

OK

Cleaning or lead - preferable to a plague.
8-7-39
[illegible]

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C 137175

JAG/MP
21/7/39

MEMORANDUM FOR THE PRIME MINISTER:

Memorial to Sir Arthur Doughty

1. In correspondence with Mr. J. B. Hunter, Mr. Emanuel Hahn urges the necessity of having some authority to proceed with the work as it is still at a stage where slight changes can be made, which will not be possible when it is completed.

2. Mr. Charles W. Jefferys has informed Mr. Hunter that he is not at the moment available to make an inspection. He did, however, see the model in progress in Toronto some weeks ago, and states that he made a few minor suggestions. He thought that Hahn had caught the likeness of Sir Arthur remarkably well, and he adds that if Mr. Hahn's finished model retains the character which it had in its earlier stage, he would have no hesitation in expressing the opinion that it is a most satisfactory representation.

3. In view of the foregoing, Mr. Hahn has reverted to his suggestion that either Mr. H. O. McCurry or Major Lanctot should go to Toronto to make an immediate inspection.

Will the Prime Minister please indicate what reply may be returned to Mr. Hunter.

A. D. P. H.

A. D. P. H.

To Mr. Hunter
Ephrone.
Suggested Mrs Doughty - daughter
not Lanctot or McCurry
myself - aug 8th or 9th
[illegible]
20-VII-39

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Message given to Lady Doughty Aug. 28/39

OFFICE OF THE PRIME MINISTER

C 137176

MEMORANDUM

August 26, 1939

MR. KING:

Lady Doughty said she would send to Laurier House today the Coat of Arms. She said she had hesitated to bother you with this matter during these critical days.

Z.

Please ack: thanks for very fair sending crest ~~of his~~ to Hunter to be sent on to Hales to be used on 'back' of Stone foundation

27-8-39.

Done Aug 28/39

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OFFICE OF THE PRIME MINIST[illegible] 137177

MEMORANDUM

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CANADA

C 137178

23.9.39

MEMORANDUM FOR THE PRIME MINISTER

MEMORIAL TO SIR ARTHUR DOUGHTY

1. The Acting Deputy Minister of Public Works reports that Mr. H.O. McCurry, Acting Director of the National Gallery, called at Mr. Hahn's studio in Toronto, on September 6th, and studied the clay model. Mr. McCurry has stated that he considered the design and modelling of the figure to be satisfactory, but that the head was not, in his opinion, a sufficiently accurate likeness.
2. Mr. Hahn accordingly made some modifications, which were seen by Lady Doughty in the course of a three-day visit to Toronto last week, when she made some further suggestions regarding the head.
3. Mr. Hahn has now indicated that he will be ready for any further inspection next week. He also asks whether, if the remodelled figure meets with the approval of Lady Doughty, it may be regarded as being accepted by the Government.
4. Will the Prime Minister wish to give a direction in this matter?

I have spoken with Lady Doughty and she is agreeable to this being done. A.D.P.H.

A. D. P. H.

for HMcC Sept 25-39

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C137179

25.10.39

Mr. Heeney

MEMORANDUM FOR THE PRIME MINISTER:

MEMORIAL TO SIR ARTHUR DOUGHTY

1. Mr. Emanuel Hahn has forwarded to the Deputy Minister of Public Works a sketch model of the statue showing details of the lettering proposed.

Mr. Hahn has made some slight modifications in the design of the pedestal. The Chief Architect of the Public Works Department considers these modifications a decided improvement. Will the Prime Minister approve of the modifications suggested? Yes. Approved.

I can't see what they are, but since I am mostly satisfied [illegible]

2. The dates on the pedestal, shown in Mr. Hahn's sketch, ~~are~~ 1904-1905, should, of course, read 1904-1935. I am calling Mr. Hunter's attention to this point.

OK

3. Mr. Hahn has forwarded a sample of Quebec grey granite from the Rivière d'Pierre quarries on the St. Lawrence near Quebec City. Mr. Hahn recommends this after inspecting a variety of samples as to colour and quality. The Chief Architect of Public Works considers the sample quite satisfactory.

OK

Will the Prime Minister approve of this granite being used for the pedestal? Yes. Approved

4. The attached sketch is to be returned to Mr. Hahn after the Prime Minister has seen it.

Sketch herewith

A. D. P. H.

A. D. P. H.

Please also call his attention to statement on design that the crest is to go on the side. It is to go on the back.

[illegible]

Oct 28-39

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C137180

OFFICE OF THE PRIME MINISTER

MEMORANDUM

JAG:JG
30:10:39

File

M-806
1939

For the Prime Minister:

Re: Memorial to Sir Arthur Doughty

The Deputy Minister of Public Works has asked if the sample of granite, forwarded with my previous memorandum of October the 25th, might be returned to him.

I should be glad to forward this sample to Mr Hunter if the Prime Minister will have it returned, at convenience, to the East Block.

A.D.P.H.

Don't bother the P.M. - ask Handy or Russell to Coralf

it — returned to P.W.D. by hand 1/11/39 /Jag

Ans

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J. C 137181 M-806
3. 11. 39. 1939

MEMORANDUM FOR THE PRIME MINISTER:

Re: Memorial to Sir Arthur Doughty.

1. Attached is a letter from Mr. Emmanuel Hahn, concerning the placing of "signatures" on the model of the statue.

2. Mr. Hahn's idea is that the name, Dr. R. Tait.McKenzie should appear as Inventor (Inv.)X and that his own should appear as sculptor (Sc.). Both names would appear in a narrow space at the base of the figure on the rear side next to the Archives Building.

3. Mr. Hahn points out that although Dr. McKenzie was an honorary non-resident member of the Royal Canadian Academy of Arts, there is no satisfactory abbreviation which will convey this information.

4. Will the Prime Minister approve of Mr. Hahn's suggestions?

A. D. P. H.

X - The phrase "Inv." may not be the happiest in the circumstances. Other possibilities which might be preferable would include

des: (for designer);
del: (for delineavit - "he drew it");
fec: (for fecit - "he did or made it").

An alternative would be to include on the back of the statue a small plaque indicating that the memorial was designed by Dr. McKenzie and executed by Mr. Hahn.

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M-806
1929
C 137182

MEMORANDUM FOR THE PRIME MINISTER:

RE MEMORIAL TO SIR ARTHUR DOUGHTY

Correspondence attached:

1. Mr. Emanuel Hahn reports that he has consulted several Academicians who have suggested the propriety of including after the name of Dr. Tait McKenzie, the phrase "HON. R.C.A.".

2. Mr. Hahn had previously reported that there was no satisfactory abbreviation to convey this information, but he now suggests the inclusion of this phrase which appears to find general agreement.

3. Will the Prime Minister approve of Mr. Hahn's suggestion?

Nov 10-39

A. D. P. H.

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C137183

OFFICE OF THE PRIME MINISTER

MEMORANDUM

JAG/PM
9.11.39

M-806
1939

For the Prime Minister

Re: Memorial to Sir Arthur Doughty

Mr. Emanuel Hahn, the sculptor, called at the office this afternoon, and wished the Prime Minister to know that arrangements for the placing of the foundations are now under way. It is expected that all necessary work involving the foundations can be completed before severe weather sets in.

Mr. Hahn was appreciative of the Prime Minister's friendly interest in the matter.

H.H.

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M-806
1937
JAC
16.11.39
137184

MEMORANDUM FOR THE PRIME MINISTER:

MEMORIAL TO SIR ARTHUR DOUGHTY

1. The Chief Architect of the Department of Public Works has suggested, with regard to the finish of the setting for the Statue, that the circle in which the statue will stand should be finished at its perimeter with a concrete curb four inches above the roadway. The space between the curb and the base of the statue should be finished with sodding. The base of the statue should be two inches higher than the curb (see sketch attached).

2. The alternative was to finish the intervening space with Nepean sandstone flaggings radiating from the pedestal to the outer edge of the circle.

3. The first suggestion (i.e. grass sodding) is recommended by Public Works, and Mr. Hahn has no objection to it.

Will the Prime Minister approve of this proposal?

Approved W.L.M.K. Nov 17-39

A. D. P. H.

A. D. P. H.

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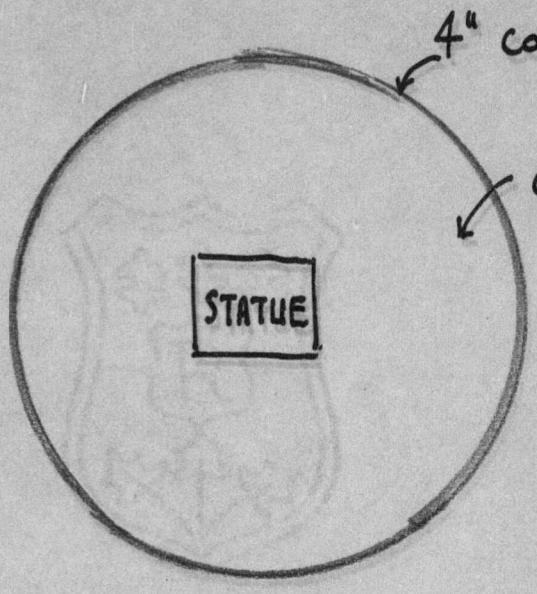
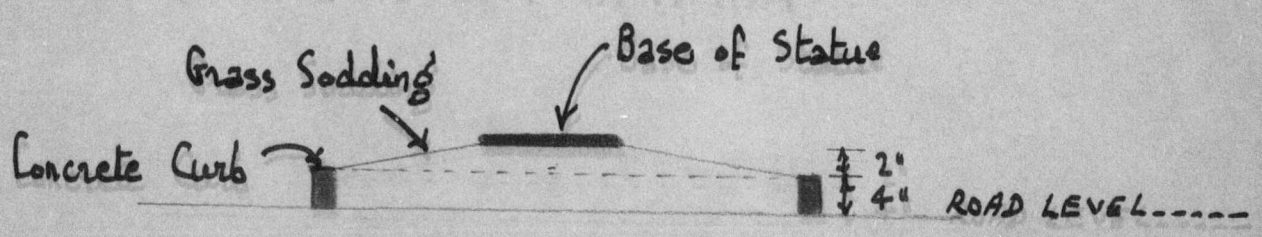


GROUND PLAN



ELEVATION

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C 137186 & 15

1939

Extract of letter addressed to the Prime Minister by P. A. Choquette. Quebec.
December 19th, 1939.

Your explanations regarding the erection of a statue in honour of Sir Arthur Doughty have given me much satisfaction especially as you have been good enough to take note of what the country owes to Sir Etienne-Pascal Lache.

I hope in the next estimates, instead of the millions which are being voted for war that $20,000 or $25,000 may be set aside for a monument to this great citizen. If I am not mistaken, he would be only the second French Canadian to have a monument on Parliament Hill. As the proverb says "All's well that ends well".

Original letter forwarded to P.M. 21/12/39

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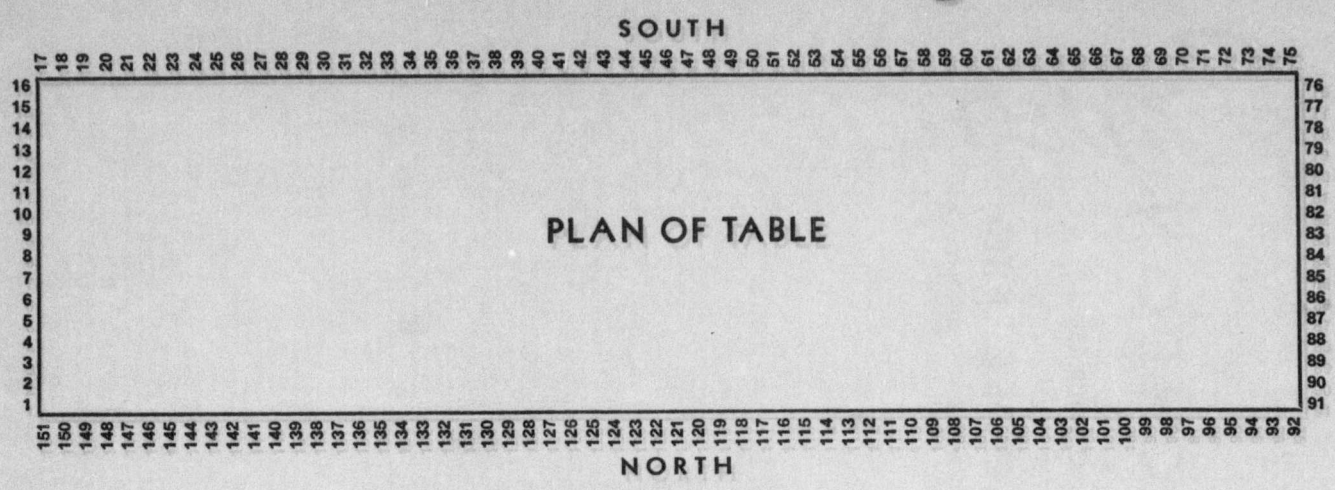

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C 137188

LUNCHEON

IN HONOUR OF

S. J. MOORE, ESQ.

ON HIS SEVENTY-FIFTH BIRTHDAY

★

AUGUST 3rd, 1934

ROYAL YORK HOTEL, TORONTO

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C 137189

1939 ODS/AH

November 14,1939.

George Whitaker Morley, County Judge of the County of Grey (appointed 1st February,1932) is an applicant for the post of Chairman of the Railway Commission.

He states that W.P. Telford, K.C., M.P., of Owen Sound is recommending him for the appointment for the following reasons:

1. The work is of national importance at this time, and on account of his work done during the last war.

2. His theoretical and practical training in Banking and Economics.

3. His eight years sitting on the Bench as Judge and Arbitrator.

Attached is a printed synopsis of his career taken from Who's Who.

(O.D. Skelton
J.S.

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C 137190

GEORGE WHITAKER MORLEY, B.A., LL.B., K.C.

County Judge of the County of Grey; Local Judge of the Supreme Court of Ontario; Local Master of the Supreme Court; Surrogate Judge of the County of Grey; Chairman, Owen Sound Police Commission, Owen Sound. (Appointed to the above named offices—1st February, 1932.)

Chairman, County Judicial District No. 4, September, 1937.

Born: Orangeville, Ont., 17th November, 1882; son of the late Rev. Canon and the late Annie E. (Jackson) Morley.

Educated: Trinity College School, Port Hope, 1893-1900. In 1896 obtained a record of 95 per cent for the School (up to that time) in general proficiency. Trinity College, and University of Toronto, 1907 to 1910 inclusive, graduating in Political Science with honours in 1910; Osgoode Hall, 1911-1914; passed Primary Examination in Chartered Accountancy (Ontario) 1912; called to Ontario Bar and also became a Solicitor, 1914; University of Toronto, LL.B., 1916 (post graduate course in law).

Career: (a) *Banking.*—Entered the St. Catharines Branch of the Canadian Bank of Commerce as Junior Clerk in October, 1900; left there as Teller and Discount Clerk in 1904 when moved to Elkhorn, Man., 1905 appointed Teller and Secretary to Manager at Regina, Sask. After one year moved to Winnipeg as Receiving Teller. In 1906 appointed Assistant Accountant at Hamilton. Resigned from the Bank in 1906 to take a university education, and after graduation in 1910 again joined the Canadian Bank of Commerce and went to Winnipeg as Discount Clerk, and was subsequently appointed Accountant at Moose Jaw in 1911. On the formation of a Clearing House at Moose Jaw, appointed its first Manager. Held both these positions until late in 1911, when resignation handed in, and began the study of law at Osgoode Hall.

(b) *Law.*—After graduating in law was attached to the law firm of Bicknell, Bain and Strathy, Toronto, and had experience in winding up the affairs of the Ontario Bank and Farmers Bank of Canada and specialized in Banking and Commercial Law. In November, 1914, appointed Secretary-Treasurer, Canadian Bankers' Association, with headquarters at Toronto, with Colonel D. R. Wilkie as President. Moved to Ottawa when Sir George Burn became President. In 1916, in the absence of the President, negotiated Second Munitions Loan of 24 million dollars with the Chartered Banks. In January, 1917, resigned from Canadian Bankers' Association, secured a Commission, and was attached to 70th Battery, C.E.F., and after undergoing training at Halifax and Kingston met with a very serious accident, being thrown from a horse. This necessitated permanent withdrawal from military life. In 1918 formed legal firm under the name of G. W. Morley & Co., Toronto, with J. A. McAndrew (formerly Official Referee for the Ontario Bank and Farmers Bank of Canada) as Counsel Carried on practice of law in Toronto, 1918 to 1932, acting as a solicitor for two of the Chartered Banks. Occasionally acted as Crown Prosecutor at Assizes (S.C.O.) for the Province of Ontario, 1929 to 1931 inclusive. 1928-1932 carried on the practice of law in Collingwood in addition to Toronto practice (residing in Collingwood). Appointed King's Counsel, June, 1931. Appointed to present positions 1st February, 1932.

Married: Mary Olive Boyd, daughter of the late Mossom Gardiner Boyd, of Toronto, June 24th, 1915. Has two sons (ages 20 and 18) and two daughters (ages 21 and 16).

General: From 1919 to 1931, a member of the Synod of the Diocese of Toronto, serving on many committees. Elected a member of the Corporation of Trinity College, Toronto, in 1920, and of Bishop Strachan School in 1921. Elected a member of the Synod of the Diocese of Huron (London) in 1933, and became a member of the Executive Committee in 1934, also elected as a member of the General and Provincial Synods of the Church of England in Canada. President of County of Grey Musical Festival, 1937 and 1938. Elected Chairman of Judicial District No. 4, comprising Counties of Grey, Bruce, Halton, Dufferin, Peel and Simcoe, September, 1937.

Recreations: Cricket (Captain Trinity College team 1910), President and active player of Owen Sound Club, 1934 to 1938; tennis, golf, and outdoor sports.

Anglican.

Residence: 494-9th Street East, Owen Sound.

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C137191

House of Commons
Canada

OTTAWA, February 20th, 1935.

Dear Friend and Constituent,-

Upon looking over my last year's first sessional letter, under date of March 29th, I find that my first paragraph, in fact my first page, is devoted to analyzing the probabilities of when both the federal and Saskatchewan elections were likely to come off. We do not need to cogitate any more about the Saskatchewan elections, as our Conservative opponents have a very vivid recollection of their overwhelming defeat of "horse, foot and cavalry" all along the line, not even one victim of the terrible political debacle being left to tell the gruesome tale.

Not so, however, with the federal election, as it is still in the guessing column as to when it is going to come off. A month or two ago, Ottawa scribes and prophets were predicting an April election. More recently, however, it has transpired that the voters' lists will not be ready until well towards April 15th. Furthermore, I don't see how this session of Parliament can be prorogued by that time. And to go to the polls in April or even the forepart of May, when farmers are on their seed drills and as busy as nailers, would add still further to the unpopularity of the already most unpopular government that Canada has ever been afflicted with. Then again, the annual revision of last summer's basic voters' list, which has not come from the printer, as already indicated, is due for revision according to the Franchise Act, beginning May 15th, to be completed by, I think, July 1st. Obviously, it will be difficult to hold an election during the month and a half while the revision of the list is going on.

Because of these various phases of the question, the conclusion is gaining ground, among those who like to do the figuring, that the election is not likely to come off until late July or possibly after harvest. Candidly, I don't think R. B. himself knows when he is going to the country, as he is leaving that decision to be arrived at as the immediate circumstances look favorable or otherwise.

You will probably be asking yourself, What about King George's Silver Jubilee event, which begins on May 6th, to be followed by a meeting of the representatives of all the Dominions with respect to trade and other matters? This event, coming off at that time, has led to the conjecture that the House might be adjourned for that period, so as to permit Mr. Bennett to attend one more conference in London; possibly with the hope that he might be able to get better results than he did in the abortive empire conference of 1930 and the almost morse than useless London world conference of 1933.

Amidst all this jam of guesswork, in which the government themselves are doubtless engaged, one certain fact stands out, and that is that we must have a federal election some time before the snow flies. And, from our standpoint, it is advisable to be ready at twenty-five days' official notice, as that is the period we are now confined to under the new Franchise Act, instead of sixty days, as formerly. Evidently the Bennett government is of the opinion that the less their record is discussed and the shorter the election the better will be their prospects, in which I am disposed to agree. Because of this, it is all the more important for those who oppose the government and their policy to have their political fences in shape and ammunition ready at hand and all the preliminaries of political warfare ready for the bugle call when it does come.

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As a matter of fact, when R. B. went on the air, at the beginning of the new year and once or twice in late December, the bugle call for election had already sounded and the fight is even now on. The country is going to be, and is now being, deluged with Tory literature telling of the marvellous government we now have and shooting the electors full of another bunch of impossible promises, with the hope of repeating the tactics and results of 1930.

Speaking of R. B.'s radio addresses, I may say that the glamour and interest they created, especially among his discouraged followers, was quite noticeable. Indeed, there was a waving of the political treetops all across Canada as the electors listened and pondered in amazement as an avowedly hereditary, hidebound Tory of sixty-four years committed his many somersaults and acrobatic feats in his pretence at departing from the rigidity of extreme Toryism into the lap of Liberal policies and Liberal records. Mr. Bennett, when on the radio, has the wonderful art of picturing what he is going to do, in the most spectacular and glamourous way. He can certainly make a mountain out of the smallest molehill while you would wink an eyelash.

Take, for instance, his reference to the Unemployment Insurance Act that Canada has been talking about for many years, but which was considered by all parties and party leaders as a service that is decidedly provincial in character and could not be dealt with by the federal government except by co-operation and concurrence by the provinces or else by amending the B. N. A. Act. But, nothing daunted, when R. B. saw in the social legislation necessary to provide unemployment insurance a real opportunity for him to make an issue and declare that the Dominion had the power, under certain treaty obligations, he hopped to it without leave or license and made it his job, with any kudos that might go with it, and without even consulting the Supreme Court of Canada or the Privy Council about it or, indeed, calling the provinces into conference, as he promised last year to do. So that Mr. Bennett's conversion to the idea that unemployment insurance is a federal obligation and responsibility dates since last August, and this sudden illusion seems to have been brought on by a severe attack of "electionitis" as polling day draws nearer and nearer.

Thus, you will see that Mr. Bennett has gained the reputation of being the greatest lightning change artist on important constitutional questions of whom we have any record. But what of it? As the old saying goes, "All is fair in love and war." So the government have decided that they are simply going to commit this act of political banditry by assuming jurisdiction which they themselves never formerly claimed but frequently and decidedly proclaimed belonged to the provinces, and all legal authorities of major standing throughout Canada have always in the past taken the same ground.

And now that unemployment insurance is on the federal order paper of the House, legal or otherwise, it is found that the present unemployed are not insured at all, but only those who have jobs and can make financial contributions as provided by the Act and thus become eligible for insurance. There are also a large number of exemptions from the benefits of this Act; farmers, for instance, and fishermen, lumbermen, teachers, casual laborers, &c., &c., while none benefit until they have been paying into the fund for forty weeks. Altogether, this unemployment insurance may do some good in time to industrial workers, and doubtless will do some good to those who are employed and lose their jobs in the next general depression, but, for helping the unemployed of today who are now on relief, it is no more good than a fifth wheel to a carriage.

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Recently, all one day, the government's Bill for providing for an eight hour day and a forty-eight hour week was under discussion in the House. This also has been conceded as a provincial matter up to the present, but it is justified as being necessary to confirm the decisions of the Washington conference back in 1926 or 1927. Since then, nearly all countries have adopted these provisions of the aforementioned conference. But since that day, with the very much changed conditions caused by the depression and unemployment still rife throughout Canada, organized labor is now asking for a five hour day and a five day week, so the Labor members in the House inform us. All these proposals, looking toward improved industrial labor conditions, while they may be all right for those who are recommending them, have a rather disturbing and disconcerting effect upon farm labor, who naturally do not see why they should have to work such long hours when there is such anxiety about shortening the hours of industry. Many farmers put in an eight hour day before dinnertime and another eight hours after dinner, and the mere talk about an eight hour day for industry, much less a five hour day and a five day week, adds to the allurements of the city and is likely to swell the movement, already too large, from the farm to the city. However, in the interests of labor who have to toil in factories, mines or such sometimes insanitary places and under even dangerous conditions, it has been found necessary in the interests of humanity, including women and children, to have specified hours of a limited character. Agriculture, however, with its extreme seasonal activities, requires to work much longer hours and, even with modern conditions and equipment, they do not seem to be able to get away from it. Indeed, the depressed nature of agriculture at the present time seems to necessitate further physical effort on the part of not only the farmer but his wife and family, almost to the point of breakdown; indeed, sometimes past that point.

It will be noted that, while the farming population of Canada will be expected to contribute their share of taxation to the unavoidable cost of these social reforms (little called for in times of prosperity), they are not to enjoy any of the anticipated benefits therefrom, owing to their legislative exclusion by the Unemployment Insurance Bill itself. I am merely mentioning these matters to show you that nearly all reforms have their counterpart and sometimes decided disadvantages. But, on the principle of the greatest good to the greatest number, reforms have come in the past, must come in the present and will come in the future, to the end of time.

It is rarely, however, that much reform is effected by anyone who has one foot in the political grave and the other vainly endeavouring to balance and reconcile his capitalistic past with the social reforms Mr. Bennett is now advocating. It is said, you know, that the leopard cannot change his spots nor the Ethiopian his skin, but R. B. wants us to believe that he can do both overnight without any thought whatever of gathering in much needed stray votes. Of course, it is conceded that history records eleventh hour conversions and 11:55 recantations, but those of us who know this particular "reformer" and something of his political past naturally "hae our doots." After all, a tree is known by its fruit and not by its blossoms and leaves of promise, and that is the best gauge of all. In any event, the glamour and temporary hope Mr. Bennett's radio addresses revived in the breasts of his downhearted followers, who had become despondent over their many provincial and by-election federal defeats, will doubtless also be followed by disillusion when they learn that, after all, it is another case of "Much ado about nothing," and the heroics of a desperate political leader with defeat staring him straight in the face.

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But don't let anyone discount the likelihood of R. B. having further stunts at "reform." He is not going to go down without fighting. As you know, he has been talking about reciprocity with the United States for the last year or more and has already had several conversations with President Roosevelt about it, which indicates again that no laundryman can turn an old sock inside out quicker than R. B. can turn himself when the occasion calls for it. It will not be surprising if he even begins cutting the tariff on farm implements, something he quadrupled the very first special session he held, in 1930. But, if he does, that will be another admission that his past policies were wrong and that the crucifixion the farmers have had to go through this last four years cannot be forgiven by these changes at the last moment, when seemingly born of fear rather than conviction.

The Hon. Mr. Weir, Minister of Agriculture, is adding his quota to the promised land in his field of endeavour. As you all know, South and Southeast Saskatchewan and even throughout larger areas have been experiencing terrific drouths during the past five or six years, and also grasshoppers part of the time. Premier Bracken and the Hon. Mr. Taggart have been laying out plans for the last several months looking toward improved methods of farming, including the seeding down of large areas more fitted for grazing, better water supply by construction of dams and reservoirs and rehabilitating agriculture generally, with the anticipated co-operation of farmers, rural municipalities and the federal government, so far as is possible by the hand of man and with the moneys available for such purpose. Mr. Weir now steps in and says that's his job, thus ignoring entirely the governments of the three prairie provinces, although he has never done a tap at rehabilitating agriculture in the region under review during the past four and a half years, when the windswept, sun-dried, open prairies of the West most needed a friend.

Right in the middle of the soil drifting season of that terribly drouthy year of 1931, the federal government attempted to close both the forestry farms at Indian Head and Sutherland, when, if ever they were needed at one time worse than another, it was in 1931. A cry of protest rose up throughout Saskatchewan at such an act of almost criminal folly, with the result that these farms were retained but no appropriation provided for them, and they were merely absorbed under the Experimental Farms vote, which was already heavily overtaxed. And now, after having tried to destroy these two most useful and well managed forestry farms, it has taken three further drouthy years to convert the government to the necessity of tree planting, which, if not done and not cared for properly in the chinook belt, soon becomes, because of protracted and excessive drouth, a tract of desolate wreckage. Indeed, the conviction is growing that, while planting trees around the farm home and buildings is a sound policy, if not planted too thickly and the right varieties are used, tree planting in an extensive way, in order to lessen drouth or increase humidity in the air, has already proved an illusion, so far as the semi-arid areas of Saskatchewan are concerned.

It is generally conceded that in the areas referred to anything that can be done in the direction of building dams and digging reservoirs in suitable and likely places, as has been done by the provincial government ever since the dry year of 1914, coupled with the seeding down of the thin, light soiled districts, already windswept almost beyond redemption, will be a wise and provident, though belated, federal policy to assist the provinces in pursuing, as deserts have a habit of growing unless curbed and restrained in their infancy.

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Another important question, causing the government and many others a great deal of anxiety at this time, is Mr. McFarland's so-called wheat stabilization activities on the Winnipeg Grain Exchange. It will be recalled that Mr. McFarland took over this work, without salary, about November 1930, a year or more before the public knew anything about it. Gradually his wheat hedging investments became so extensive that he became the hedging medium for practically the entire grain trade. Thus, to many observers, the wheat marketing situation has grown progressively from bad to worse for the past four and a half years. Not but that prices have more than doubled since the extreme low of December 1932, largely due to other causes than government policies, but no system of wheat marketing, however honestly and skilfully administeredm can be called other than a tragic failure that, apparently:

(a) Takes no heed of the growing tendency of our best and most friendly customers and millers abroad systematically organizing against using any greater percentage of Canadian high protein wheat in their grinding mix than they can just scrape along and get by with;

(b) Takes no heed of the ever increasing wheat carryovers until, on January 11th of this year, following a short Canadian and world wheat crop, we find ourselves carrying 257 million bushels of wheat stocks, or 20 million bushels more than the 237 millions in Canada on the same date last year, according to official records.

(c) Takes no heed of anything except to hoard up wheat to such a point as will permit Mr. McFarland to get from under without incurring a serious loss to the Canadian treasury.

No sane person desires to see the latter, but we still less desire to see our wheat and flour driven out of both European and British markets, while Mr. McFarland, unwittingly possibly, drifts into the questionable position of a wheat dictator with an automatic wheat corner on his hands, that the fates and circumstance of the market situation make it difficult to get rid of without hitting both the treasury and Mr. McFarland's reputed bullish market tendencies.

Although the government of Canada has guaranteed Mr. McFarland's activities on the Winnipeg Grain Exchange for the past over four years, no accounting to either Parliament or the public has been rendered during all that time as to wheat purchases, sales, holdings, expenses, &c., although repeatedly asked for. This secretive, star-chamber method of handling our wheat business, which constitutes the largest export commodity in Canada, is, in my humble estimation, little short of a public scandal. While the government of Canada has, as already pointed out, pledged the credit of the country behind Mr. McFarland's wheat speculative activities, and Premier Bennett himself refuses to give any public accounting thereof, his government freely publishes, through the Department of Trade and Commerce, a full report of the business transactions of the Argentine Wheat Control Board in every important detail. Why the publicity of the latter and the persistent secrecy of the former?

Simultaneously with Mr. McFarland nursing his little(?) wheat corner (after farmers had largely sold out) of an estimated over 90% of our present wheat stocks of 257,000,000 bushels,as a living example of the alleged merits of "mass buying", the Stevens Commission has laboriously and diligently been investigating the alleged demerits of the same system. "Consistency thou art a jewel."

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C 137196

The government professes a great desire to improve business methods and business ethics in our commercial life, as per its "price spreads and mass buying" enquiry. How would it be if Premier Bennett and his colleagues would have a greater care in practicing these business virtues, lest whilst preaching to others they themselves become castaways?

As a further evidence that Premier Bennett, in the introduction of his so-called "new deal reform" policy, is still sticking to his old "misdeal" methods, so far as refusing Parliament the information they are justly entitled to, permit me to quote from Hansard of February 11th, page 732, the following questions asked by myself and replied to by Mr. Bennett in his best evasive manner:

"MR. MOTHERWELL:

1. Is the international wheat committee, or the continuing subcommittee thereof, still functioning?

2. If so, in what direction?

3. Has the attention of the government been directed to a statement made on page one of a monthly review of the wheat situation, issued on the authority of the Minister of Trade and Commerce, under date of January 23, 1935, which reads as follows: 'Stocks of wheat in Canada continue at a higher level than a year ago. On January 11, 1935, the Canadian visible supply amounted to 257,000,000 bushels as compared with 237,000,000 on the same date a year ago'?

4. If so, what is the government's policy in relation thereto?

MR. BENNETT: I may say to the hon. gentleman, who is an experienced parliamentarian, that part of his question it would be difficult to answer, while part of it is improperly on the order paper. The answer to the first is, yes. The answer to the second would be, in the direction of success. The answer to the third would be, yes; and the answer to the fourth is that the question should not be on the order paper."

We note by Mr. McFarland's radio address at Moose Jaw recently, and since the above was written, that he deprecates the idea of Canada entering into a dog fight with the Argentine. It is regrettable that Mr. McFarland does not evince the same reluctance in locking horns with the wheat buying world, including Great Britain, as to our present world wheat export prices. True, he has made out a good statistical case that if he hangs on long enough victory will be his. And it may turn out so, but at what a sacrifice of the good will of our very best customers. Such hold up selling methods, however, seldom eventually turn out well for the seller and, furthermore, they resemble altogether too much his (Mr. McFarland's) big millionaire brother's own blasting and blazing merchandising methods, particularly when, in my humble estimation, there is a much more excellent and effective method of attaining the desired results. But of that more anon, as this letter is already too long.

After engaging in some necessary adverse criticism of Mr. Bennett's public policies and enactments, I take some pleasure in being able to say a word of commendation on behalf of the government's Bill of last session, again amended this session, entitled: "Farm Creditors Rearrangement Act." This Act, when wisely and carefully

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administered in conjunction with the Liberal'sFarm Loan Act of 1927, also further amended last session and this one, should bring at least temporary and partial relief from the crushing indebtedness of many farmers, through, in many cases, no fault of their own. But when the federal government, through its many mistaken policies, has contributed so much in bringing the agriculture of Canada to the lowest level in the memory of this generation, it is only seemly, right and proper that the same government should at least afford us the necessary avenues, legislative facilities and time by which to climb a little way back on to our feet again.

Lest you have not had an opportunity of reading the reply of the Right Hon. Mr. King to Mr. Bennett's radio addresses, I am enclosing a copy herewith, from which you will note that that great Liberal leader's whole life has been spent in social reforms of one kind and another, at a time when R. B. was piling up his millions under the capitalistic system that he now professes to denounce. Be sure to take time to read this speech of Mr. King's and convince yourself that there is a wide difference between one who has practiced these things from conviction all through the past thirty-five years and one who, like Mr. Bennett, has been forced into an espousal of seemingly similar reforms after his sixty-fourth birthday and on the eve of an election at that.

I am enclosing herewith to each elector on my mailing list (to which I would gladly add many other names on application) three copies of Right Hon. Mackenzie King's above mentioned speech, coupled with the suggestion that you keep one for yourself and hand the other two, with this letter enclosed in each, to any of your neighbours whom you think will be interested therein.

Trusting that the beautiful weather the prairies have been enjoying for the past two weeks will continue,

I am,

Yours faithfully,

W. R. Motherwell

B.

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C 137198

5th/38.

P-152-3
1938

8-108
1938

FOR THE PRIME MINISTER

FOR DISCUSSION WITH: Minister of Agriculture

SUBJECT: Mr. Motherwell's attack on Mr. Logan, President, Bank of Commerce;

REMARKS: The Prime Minister may wish to let Mr. Logan know, when Mr. Gardiner sees him in Toronto, that Mr. Motherwell was not speaking for the Prime Minister or his colleagues.

ACTION TAKEN: Prime Minister asked Mr. Gardiner to have a word with Mr. Logan, when in Toronto, in above sense.

E.A.P.

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C 137199

1939 Parliamentary Guide:

MOTHERWELL, HON. W. R., LL.D., (Melville S.)
S. of John and Eliza Motherwell, Irish and English. B. Jan. 6, 1860 at Perth, Lanark Co., Ont. Ed. at Perth Collegiate Inst. and Guelph Agric. College. (A.A.C. of Guelph Agric. Coll.). M. Dec. 17, 1884 to Adeline Rogers, formerly of New Boyne, Ont. (Died 1905) Children: Talmage and Alma. Married second time in 1908 to Catherine Gillespie of File Hills, Sask. A Farmer. Contested North Qu'Appelle, in1894 against Wm. Sutherland and in 1896 against D.H. McDonald. At first g.e. for Legis of new province of Sask 1905, elected by a maj. of 204. Apptd. Minister of Agric. and Prov. Sec. upon the formation of the first Ministry of Sask. Sept.5,1905. Minister of Agriculture in Sask from 1905 to Dec. 1918. Defeated in Assiniboia for H. of C. at by-elec. Oct. 1919 losing deposit. Elec. by large majority for Regina constituency in the Dominion g.e. 1921. Apptd. Min. of Agriculture upon the formation of King Government. Re-elec. by accl. after assuming office. Re-elec. for Melville g.e. 1925 and g.e. 1926, at both of which opponents lost deposits. Re-apptd. Minister of Agriculture when King Govt. again took office in Sept. 1926. Re-elec by accl. after assuming office. Re-elec. g.e. July 28, 1930. Resigned portfolio with Liberal adm. Aug. 7, 1930. Re-elec. g.e. 1935 by 5000 majority less one, all three opponents losing deposits. Party pol. Liberal. Rel. U.C . of C. Address: Abernethy, Sask.

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WHO'S WHO (BRITISH) 1938

C 137200

MOTHERWELL, Hon. William Richard, LL.D., F.B.S.A. ; b. Perth Ontario 6 Jan. 1860; m. 1st, 1884, Adeline Rogers (d. 1905), New Boyne, Ontario; one s. one d;n2nd, 1908, Catherine Gillespie, File Hills, Sask. Educ: Perth Collegiate Inst; Guelph Agricultural College. M.L.A. Qu'Appelle, 1905-08; Humboldt, 1908-12; Kindersley 1912-1919; M.P. Regina City 1921-25; Melville since 1925; Minister of Agriculture for Saskatchewan 1905-1918; Minister of Agriculture for Canada 1921-26 and 1926-1930; has owned and managed 640-acre fqrm at Aberthnethy Sask since 1882; Hon. Fellow of the British Society of Aviculture 1927; LL.D. Universty of Saskatchewan 1928; awarded Order of Agricultural Merit (Commander) by Quebec Government 1928. Address Ottawa Canada.

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MOTHERWELL PORTRAIT FUND 1939 C 137201

(Place)_____

(Date)_____

To F. H. Auld,
Secretary-Treasurer,
Motherwell Portrait Fund,
REGINA, Sask.

Sir:

I hereby subscribe to the Motherwell Portrait Fund the sum of _____Dollars ($) and agree to remit therefor to you on or before May 15, 1939.

Should the initial subscription prove to be insufficient to pay the cost of the portrait, I offer to remit a further sum not exceeding _____ dollars ($), if and when notified and requested by you to do so.

(Name in Full)_____

Address - Street _____

Post Office _____

Province_____

Remittance Record
for office use.

$_____Date_____

$_____Date_____

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C 137202

GOVERNMENT OF THE PROVINCE OF SASKATCHEWAN
DEPARTMENT OF AGRICULTURE
OFFICE OF THE DEPUTY MINISTER

FHA/FL

REGINA, May 8, 1939

Dear Sir:

The desire of a great many people to recognize in some suitable manner the announced retirement of Honourable Dr. Motherwell from public life has resulted in the appointment of a Committee to open a subscription list in order to procure funds for a portrait of Dr. Motherwell, which is being painted by Mr. Ernest Fosbery, well known artist of Ottawa.

Many representative organizations have expressed their approval and financial support of the plan and officers of the following organizations are associated with the Portrait Committee:

Dominion Department of Agriculture,
The Saskatchewan Co-operative Wheat Producers Ltd.,
Saskatchewan Agricultural Societies Association,
Saskatchewan Dairy Association,
Saskatchewan Dairy & Poultry Pool,
Saskatchewan Livestock Board,
Saskatchewan Department of Agriculture,
Saskatchewan College of Agriculture,
Saskatchewan Registered Seed Growers Association,
Saskatchewan Field Husbandry Association,
Saskatchewan Beekeepers Association,
Saskatchewan Association of Rural Municipalities,
Saskatchewan Co-operative Livestock Producers, Ltd.,
Saskatchewan Stock Growers' Association,
Sask. Co-operative Wholesale Society, Limited,
Consumers Co-operative Refineries, Limited,
The United Farmers of Canada, Saskatchewan Section,
Canadian Chamber of Agriculture,
Canadian Co-operative Wool Growers, Saskatchewan Branch
Canadian Seed Growers Association, Saskatchewan Section,
Canadian Society of Technical Agriculturists.

While participating organizations will make grants from their funds, some additional funds will be needed. An opportunity, therefore, is being given to individuals to participate. The names of all of those who contribute to

MAY 18 1939

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the cost of the painting will be inserted in a suitable souvenir book which will be presented to Dr. Motherwell, with the portrait. It is intended that the presentation shall be made at Regina in the early summer on the occasion of a banquet in his honor, when old associates and present officials of the participating bodies will be invited to attend. Dr. Motherwell has indicated that he wishes the portrait to be hung in the Saskatchewan College of Agriculture at Saskatoon.

It is proposed at the outset to limit personal subscriptions to a maximum of $5.00. Those who are prepared to make a greater contribution in the event of it being necessary to raise additional funds, are invited to indicate their willingness so to do. No one will be called upon for more than $5.00 unless the need to do so becomes urgent. An old proverb indicates that he who gives quickly gives twice. It may therefore be suggested that a second call may not be necessary if the general response to this appeal is prompt.

Pledges may be accompanied by remittances, and receipts will be issued upon receipt of donations. It is desired, however that those who may prefer not to remit immediately will nevertheless acknowledge receipt of this letter promptly and indicate the amount which it is their intention to contribute. Timely aid will help the Committee greatly in its plans and enable them to pay the artist upon completion of the work in the near future.

Yours faithfully,

F. H. Auld.

F. H. Auld.

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P/5 P.C.3201 C 137204 S.305 (Confl)

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 20th DECEMBER 1938

PRIVY COUNCIL
CANADA

The Committee of the Privy Council, on the recommendation of the Right Honourable the Prime Minister, advise that L. Clare Moyer, Esquire, K.C., of the City of Ottawa, Ontario, be, from the 20th December, 1938, appointed Clerk of the Parliaments, Clerk of the Senate and Master in Chancery of the Dominion of Canada, vice Austin Ernest Blount, Esquire, C.M.G., superannuated, with salary of $7,500.00 per annum.

E. J. Lemaire
Clerk of the Privy Council.

Noted

The Right Honourable
the Prime Minister.

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C, 137205

CONFIDENTIAL

Draft Only To be used only in event of death of Sir William Mulock.

I have been greatly pained to learn of the passing of an old, and very dear friend, and am deeply distressed that I should be absent from Canada at the time of his death.

The friendship which I enjoyed with Sir William Mulock, went back to my days as an undergraduate at the University of Toronto. It had its origin in a mutual desire to improve the conditions of labour and to promote friendly relations in industry. As a consequence of my collaboration with him on labour problems, while still a student at the University, I was subsequently asked by Sir William and Sir Wilfrid Laurier to organize, under the direction of the former, the new Department of Labour at Ottawa. In conveying the invitation in the manner he did, Sir William had not a little to do with my abandoning a teaching career which I had in contemplation, for one which led ultimately to public life.

My friendship with Sir William had its associations, as well, with his friendship with my father, and with his close identification with the historic riding of North York. Throughout the whole of his membership in the House of

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Sir William was the first Minister of the Crown in Canada to hold the portfolio of Minister of Labour. During the five years he held that office, I served him in the capacity of Deputy-Minister. In this period, our friendship deepened; it continued unbroken and unabated in all the years which followed. Sir William was a frequent visitor with me in Ottawa, and I but seldom went to Toronto without seeing him. I shall always remember with feelings of gratitude the encouragement which I never failed to receive from him, both as a younger man, and, later, throughout the course of my public life. Only within the past fortnight, I received from him here in London a friendly word of assurance and good cheer. Sir William's kindly presence and affectionate nature will be greatly missed by all who had the privilege of knowing him.

The passing of Sir William Mulock removes one of the truly great figures of the national life of Canada. His career has few, if any, parallels in his own or other lands. At the close of a strenuous political career, in

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C137207

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Sir William spanned in his own lifetime the years which separated the Canada of the 1840's from the Dominion of today. At the time of his birth, the British North American colonies were in the throes of political discontent and instability, and the British Empire was but a series of far-flung Imperial possessions. Sir

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C 137208

William witnessed, within the course of his life, the achievement of national unity in Canada, and the completion of that process of political growth and evolution which has produced the British Commonwealth of Nations as we know it today. He beheld, and, in important particulars, contributed to, those profound advances in transportation and communication which have revolutionized the modern world.

Sir William sat in the House of Commons with Sir John A. Macdonald, the Hon. Alexander MacKenzie and the Hon. Edward Blake. His death removes one of the last remaining direct links with those great figures of the nineteenth century who participated in the work of Confederation and in the political life of Canada in the decades immedistely following. It diminishes, as well, the ranks of those who served, alike on the hustings and in Parliament, with Sir Wilfrid Laurier. His death, and that of Sir Robert Borden, separated as they have been by only a few days, brings sharply to mind how rapidly are passing from our midst those whose names were household words among us in the period before the Great War.

While his life had its association more particularly with the Province of Ontario, Sir William had come

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C 137209

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Sir William, his long labours over, has gone to his rest. The influence for good of his character and personality will, however, be felt through generations to come. He leaves a proud legacy of a concern, constant throughout life, for the well-being of others. It is not too much to say that he has raised immeasurably our conception of citizenship and of public duty. His name is one which will ever be held in honour in his native land.

June 11, 1937.

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POOR COPY

Prepared by Mr. Pickering

Confidential

DRAFT

C 137210

Draft only

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I have been greatly pained to learn of the passing of an old, and very dear friend, and am deeply distressed that I should be absent from Canada at the time of his death.

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C 137212

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EAP/PT

June 11, 1937.

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C 137216

(early draft)

I have been greatly pained to learn of the passing of Sir William Mulock, an old, and very dear friend.

During the course of a visit which I paid to Toronto, a few weeks ago, I motored out to see Sir William at his home at Newmarket, and to wish him a rapid recovery from the indisposition from which he was suffering. While his mind still retained much of its keenness, and his conversation its interesting and delightful character, I could not fail to recognize that the shadows were already lengthening.

The friendship which I enjoyed with Sir William Mulock, went back to my days as an undergraduate at the University of Toronto. It had its origin in a mutual desire to improve the conditions of labour and to promote friendly relations in industry. As a consequence of my collaboration with him on labour problems, while still a student at the University, I was subsequently asked by Sir William and Sir Wilfrid Laurier to organize, under the direction of the former, the new Department of Labour at Ottawa. In conveying the invitation in the manner he did, Sir William had

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C 137221

JAG/PM
21.7.39

Sir William Mulock, K.C., K.C.M.G.

Born at Bondhead, Ontario , January 19, 1844

Educated at Newmarket Grammar School;
University of Toronto - B.A. 1863 (Gold Medal in modern languages.
M.A. 1871
LL.D. 1894

Called to Ontario Bar, 1868
K.C. 1890

First elected to House of Commons in 1882 as M.P. for North York, which riding he represented continuously until he retired from political life in 1905;

1896-1905 Postmaster General; also
1900-1905 Minister of Labour (first Minister of the Crown in Canada to hold this portfolio);

1905 appointed first Chief Justice of the Exchequer Division of the High Court of Justice (Ontario);

Chief Justice of Ontario from 1923-1936.

Administrator of Province of Ontario at various periods, 1906, 1921, 1924, 1929.

Represented Canadian Government at Inter-Provincial Postal Conference (Penny Postage within the Empire), 1898

1898 Conference in London between representatives of Imperial, Australasian, and Canadian Governments re construction of deep-sea cable between Canada and Australasia

1901 Opening of first Parliament of Commonwealth of Australia

1904 Canadian Pacific Cable Conference

1873 Member of Senate of University of Toronto
1881-1900 Vice-Chancellor
1924- Chancellor

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Most Secret (O.D. SKELTON) SEPT. 11, 1938

C 137222 1.

Sept 11. 1938. Central European Situation

European Situation ✓
Can. Foreign Policy ✓

The tragic game of bluffing and guessing continues. The latest news is mixed. Many factors are favorable, but the headline temptation that Nuremberg presents to Hitler tomorrow cannot be disregarded.

1. Czech-Sudeten Negotiations.

The Czechs have offered far-reaching concessions - language, (equality, government posts), financial aid, a wide measure of both racial and cantonal autonomy.

The Sudetens, (or, rather, the) German-speaking Bohemians, have accepted these terms as a basis of negotiations (or possibly a spring board for further demands).

Runciman, who had criticised previous Czech offers as too limited, admits these are substantially what he would have suggested as a basis of negotiations, (though he thinks it may be necessary to go even further toward accepting the whole of Henlein's 8-point Carlsbad demands).

The negotiations have been resumed after the break caused by the exaggerated Moravska incident. Runciman's latest word is that he does not anticipate a breakdown, ("unless caused by external pressure or some internal incident").

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2. ~~German~~ Germany's Attitude

C 137223 \2

Still incalculable.

Henlein's more conciliatory attitude followed a talk with Hitler.

Yet Goering's speech yesterday was full of insult and bluster. Rumor persists that Hitler in his urge for a dramatic effect may demand a plebiscite (i.e. the right of German-speaking sections of Czecho-Slovakia to secede and join Germany) or demand that Czecho-Slovakia drop her French and Russian "defensive" alliances and accept neutrality or neutralization

The French go further – say they are now satisfied that Hitler has decided to intervene by force of arms (counting on France and Britain abstaining).

The British agree that a great deal of their information corresponds to the French report.

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3. French attitude.

The French attitude is professedly stiffening. They now tell the British that in the event of an open attack by Germany on Czecho-Slovakia, they would mobilize and declare war.

This attitude is determined:

In a minor degree, by the reciprocal treaty obligations to Czecho Slovakia.

In a much greater degree, by the fear that if Germany controls Czecho Slovakia and the Danube countries generally, France would not be able to stand up against her later. (i.e. they, or some Frenchmen, believe in a "preventive war" — though strangely they will not fight, they say, if Germany secures equally overwhelming Danube control by bluff or economic pressure).

In considerable measure, their statements that they would fight are tactical, designed to force Britain to declare in advance that if Czecho Slovakia is attacked, she will make war on Germany. They know that Britain is more likely to fight if France, at her door, is fighting, than to fight for Czecho-Slovakia, and they contend that if Britain would make a firm threat now, Germany would not march — and Britain and everybody would have peace).

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No material change.

Daily Mail story that the British government had decided to tell Germany flatly she would fight if Czecho-S. were attacked, has been flatly denied

Further British representations (through Henderson at Nuremburg) have been limited to pointing out great dangers which would follow German action.

Halifax has again made it clear to France that British opinion would not now support making war on Germany to save Czecho-Slovakia. While adding it was probable opinion would favor supporting France if at war, he declared this did not mean any automatic intervention (i.e. Britain might support France if she were in turn being seriously invaded or jeopardized)

This attitude of reserve is due to:

i. Belief that it is still possible to secure a peaceful solution.

ii Belief that a definite declaration now would lessen the chance of securing such a solution, by stiffening the Czech attitude – in other words, the Czechs may be squeezed more easily than Germany.

iii ~~Both~~ In some quarters – not many – sympathy with German social and internal policy and fear of Bolshevism

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iv Belief that if Gmany does take drastic action:

(a) it might be by demand for a plebiscite, a label which would excite British public opinion

(b) or if by force, this might be limited to entering ~~and bolstering Sudeten gov~~ the Sudeten areas and bolstering up an "independent" Sudeten government - leaving on the Czechs, and others, the onus of continuing the war.

(c) or the Gmans forces might be so overwhelming and the war so short that no French a Russian or British intervention could prevent C-S from being overrun.

(v) Above all, the realization that war means bombing of British cities, physical terrors and social disturbances incalculable, and to no certain end; at last men of seventy hesitate to send men of twenty to the front and women and children to the bomb-cellar.

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5. Attitude of Other Countries

Italy indirectly supports the Sudeten and German case; but is not mobilizing; whether she would fight would as usual be determined by her "sacro egoismo"; a cold balancing of advantages to Italy.

Hungary if assured of German protection, would probably go in with her

Poland, Rumania, Jugo Slavia, are nervous and suspicious of German designs but do not dare to oppose them openly; they might join in later on the French (or German) side if convinced it would win.

Sweden, Holland and the Oslo countries reaffirm their absolute neutrality.

Russia remains aloof and calculating. She is not prepared to pull French or British chestnuts out of the fire by threatening war in advance. Conceivably she is also aware that an open championing of the Czechs would play into German hands, supporting the contention that Prague is or not a puppet of Moscow. She will watch Japan-Germany, and act in her own interest.

United States. Administrative sympathies are strongly against Germany, but there is no sign of any possibility of other than moral support, for a long time, to France or Britain. President Roosevelt on Friday took occasion to declare "100% wrong" the deductions drawn by ~~both~~ European and some American commentators that the U.S. had joined in a "Stop Hitler" movement.

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6. Canada.

It will be noted that every European country from Britain to Russia, is considering the question of participation or abstention in case of a German-Czech war, from the standpoint of its own interest and safety.

Canadians are coming to the same realization. Whatever our sympathies with Germany's victims, it is inconceivable that Canadians will tamely accept the role cast for them by some overseas dictator, of taking part every twenty years in a Central European war, risking the lives of tens of thousands of their young men, spending to the verge of bankruptcy, facing internal division and conflict.

Attempts to organize another Holy Crusade, to call Canada to arms on behalf of democracy and liberty in Europe, will not go over big today. Memories of what the last war fought in the name of democracy and liberty has done for or to Europe are still too vivid, knowledge of how little the opening slogans of a great war have to do with its ultimate outcome is growing too fast, to make it likely many Canadians would rise to that bait.

The argument for a preventive war — that Germany should be fought now lest she be stronger and greedier tomorrow, which Churchill and others use, carries little weight.

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The future is too incalculable, it is too impossible to forecast what will happen in the shifting and balancing of powers in Europe and in Asia and in internal developments (a) if we and others do fight or (b) if we don't. The gamble is too great. The contention that if Germany gets control of the Danube she will next gobble up Canada might frighten children in Canada. Even children in Europe would laugh at it. We are the safest country in the world - so long as we mind our own business.

There is one consideration and one only that would have weight in bringing us in - sympathy with Great Britain if she were involved. Admiration for her institutions, for the part she has played in developing political freedom and social progress, the call of the blood, at least among the fifty-odd per cent of our people whose ancestors are of United Kingdom ancestry, are strong forces in Canada. Munitions interests may push in the same direction. If Britain were in the war, and her safety appeared at stake, there would be unquestionably a strong and very vocal demand for Canada going in, from the middle aged and older generations which control opinion in English-speaking Canada. It is

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therefore necessary to face that possibility, to take thought for that contingency. It is equally necessary to follow the example of Britain herself in avoiding any pre prior commitment. And in the event of a future decision by parliament to participate, it would be necessary to plan our course carefully, without too much harking back to the precedents of the unconsidering days of 1914, determining just what the means and the measure of our participation would be, so far as we could plan at all, what we could reasonably and effectively do for our friends overseas, how we could adjust our plans to the conditions imposed by our ~~banking of~~ contacts with the United States, and how we could defend ourselves against the attacks we might by our choice bring upon ourselves.

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L. ZAVITSKE TO WLMK C 137231

OFFICE OF THE PRIME MINISTER

MEMORANDUM

✓Hitler - Adolf
✓European situation

September 12,
1938

MR. KING:

Dr. Skelton telephoned to ask if you had heard Hitler's speech this afternoon. He thought you might be interested in knowing that his impression was that Hitler was very violent and offensive, and did not make any specific demands nor commit himself to any specific policy. By the tone, the conclusion is not as dangerous as has been feared.

Z.

L. ZAVITSKE

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Prime Minister. Secret. Sept 18/38

C 137232

Attached are two telegrams received today. They show that London + Paris have definitely been put on the spot. The main difference the conversation in Berchtesgaden has made, so far, is that instead of attacking without notice, Hitler says in effect he will attack unless Chamberlain and Daladier agree to work toward handing Sudetan Czechoslovakia to him on a platter. He has made no concession, except time enough for England + France to see what pressure they can bring to bear on the Czechs – if Daladier takes the same view as Chamberlain.

The Czechs will not easily or speedily give in, if pressed. They are a tough-fibred lot, long haters. Premier Hodza in broadcasting this morning, urged all the other minorities to stand fast with the Czechs; told the Sudetens he was ready to negotiate in friendly and generous fashion with the 'reasonable majority' of them, that there would be no persecution or terrorism but there would be enforcement of law and order essential for any negotiation, – and that a plebiscite was out of the picture.

Mussolini, speaking this morning at Trieste (not far from the Tyrole district which was Italy's loot from the Austro-Hungarian Empire + which would vote by a bigger majority than the Sudeten district to join Germany if given a plebiscite) insisted there was one + one only solution – a plebiscite; that if war broke out, it might be localized; if not, the world knew on which side Italy would be found.

O.D.

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C 137233

PARAPHRASE OF CYPHER

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

IMMEDIATE

MOST SECRET

CYPHER

CIRCULAR B. 233

LONDON, 17th September, 1938.

September 17th. Circular B. 233. Most Secret. My telegram Circular B. 231, September 17th. Following for Prime Minister, Begins:

As a result of his conversation with German Chancellor, Mr. Chamberlain feels that the position is as follows:

Herr Hitler has made up his mind that Sudeten Germans must have self-determination. By that he means that they should be able to realize their evident wish to be incorporated in Reich. He says that if they are not left free to make this change without attempt on the part of others to prevent them then he (Hitler) is ready to assist them in settling the issue by force. He will not be deterred from this by risk of world war. Prime Minister feels indeed that, had it not been for his visit to Berchtesgaden, the incidents in Czechoslovakia during the last forty-eight hours, which have been greatly exaggerated in reports to Hitler, would have led the latter to give orders for German army to march.

The Prime Minister feels assured that if we, through him, tell Hitler at the meeting which has been planned for next week that we accept the principle of self-determination for Sudeten Germans, the German attempt to settle the issue by force can be stayed. Hitler would then be ready to discuss with us means by which principle was to be carried into effect. It would certainly appear that if Hitler's proposal for adoption of principle of self-determination is accepted he becomes committed to agreement to solve Czechoslovak problem in an orderly way and not by force. Prime Minister feels if we attempt to lay down conditions for application of self-determination before declaring to Hitler our acceptance of principle, Herr Hitler's

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C 137234

TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

LONDON.

impatience will lead him to forceful action. At the same time his estimation of Hitler's character is that if we declare our acceptance of principle it will be possible afterwards to get Hitler's agreement to some reasonable conditions for application. Thus the issue hangs in Prime Minister's view on our readiness or not to accept principle.

Prime Minister was assured by Hitler that what he cared about was incorporation in Reich of ten million Germans who had/or were been outside Reich in Austria and Czechoslovakia. The Austrian Germans are now in Reich and when Sudeten Germans are also in, Hitler has no further territorial designs in Europe. The one other question about which Hitler expressed some doubt was position of Memel, but he said he would be satisfied with that as long as Lithuania observed Memel Statute. Pending their further meeting in Germany next week Prime Minister feels that Hitler, as a result of appeal by him, will wish to fulfil his assurance that he will refrain in the meantime from seizing excuse for solution of Sudeten problem by force. Hitler had, however, qualified this assurance by saying that events might possibly force his hand.

The above is merely a brief description of Prime Minister's impression of German attitude and issues we now have to face. It does not attempt to give account, of course, of a conversation which lasted almost three hours and covered many points. In this conversation Prime Minister made clear direct to Hitler himself attitude of United Kingdom Government on various matters including a reference to possibilities of United Kingdom being involved in the event of armed conflict.

The proposal for self-determination is fraught with many difficulties both practically and politically. Among latter

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TELEGRAM

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

-3-

LONDON.

evidently attitude of Czech Government and people is of greatest importance. Czech Government may refuse to contemplate this solution or indeed it might prove that if they agree to it they might be overthrown and state of confusion might ensue leading to intervention. We are losing no time in pushing ahead with examination of whole problem and it will also be discussed with French Ministers as soon as they arrive in London, as a preliminary to communication with Czechoslovak Government. We will let you know developments as they arise. Ends.

Message ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS.

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C 137235-A

PARAPHRASE OF CYPHER **TELEGRAM**

From THE SECRETARY OF STATE FOR DOMINION AFFAIRS

To THE SECRETARY OF STATE FOR EXTERNAL AFFAIRS, CANADA.

IMMEDIATE

MOST SECRET

CYPHER

CIRCULAR B. 234

LONDON, 17th September, 1938.

September 17th. Circular B. 234. Most Secret. My telegram Circular B. 233. Following for Prime Minister, Begins:

The Cabinet has discussed issue which is now before us and general view was that Prime Minister should tell Hitler next week that we favour principle of self-determination for Sudeten Germans. Cabinet, however, reached no formal conclusion pending examination of position with French Ministers who have now accepted invitation to come to London and are arriving tomorrow morning. We are naturally anxious that French and ourselves should keep in step in this matter and Cabinet will not reach final conclusion until after discussion with them. Subsequent to that we would have to get into communication with Czechoslovak Government.

Acceptance of principle of self-determination would, of course, leave Prime Minister free to discuss with Herr Hitler what we considered proper conditions for carrying that principle into effect. Ends.

Message ends.

SECRETARY OF STATE FOR DOMINION AFFAIRS.

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Summary of broadcast from London by Prime Minister Neville Chamberlain, Tuesday, September 27, 1938.

After thanking his hearers for the numbers of letters sent to Mrs Chamberlain and himself, - "from France, Belgium, Italy, even from Germany" - Mr Chamberlain continued: "Is it not horrible, fantastic, incredible, that here in this country we should be trying on gas masks because of the prospects of a war in a far-away country?" I can (he said) readily understand the reason why the Czechoslovak Government should refuse the terms laid down by Herr Hitler, and yet it ought to be possible to arrange for whatever transfer of territory takes place by peaceful means. "I have done all that one man can do to compose this quarrel". I have received (said Mr. Chamberlain) Herr Hitler's assurance that after this Sudeten-German question is settled, that is the end of Germany's territorial claims in Europe.

"I must confess (continued Mr Chamberlain) that I was taken completely by surprise" when I went back to Germany a second time to find Herr Hitler insisting on new demands, including one that the disputed territory should be handed over unconditionally. The fate of those people not German in this area under such circumstances may be imagined. I must say I find this attitude unreasonable. If any doubt

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arises in Herr Hitler's mind that the Czechoslovakian Government cannot be trusted to carry out their engagements (he should remember) that that Government has given certain undertakings to us, and, I am sure, the value of our promise will not be underrated anywhere.

I would not (said Mr Chamberlain) hesitate to pay a third visit to Germany if I thought it would do any good. I cannot help but feel we are at an end of efforts at mediation.

Speaking more directly to the people of Great Britain Mr Chamberlain then said: Meanwhile, there are things to be done at home: volunteers for Air Raid Precautions, for fire brigades, for territorial units. I am sure, he added, that all you men and women are ready to play your part for the defence of your country. Do not be alarmed, if you see men being called up for service, or (exercises being carried out). These are only precautionary measures. They do not mean that we have determined upon war, or that war is imminent. If it happens that (the dispute between two powers in central Europe proves insoluble on the facts so far adduced) "we cannot undertake to involve this nation and, perhaps, the whole of the Empire, on these grounds. If we have to fight, it must be on larger issues than that". To me, armed conflict is a nightmare,

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"if I were convinced that any nation had made up its mind to dominate the world, I should feel that it must be resisted. When the great issues are at stake, the call to risk everything in their defence is irresistible".

Mr Chamberlain concluded by asking the people of Britain to remain calm and to await the events of the next few days: "I am going (he said) to work for peace to the last moment".

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October 3,1938

AFTER THE MUNICH AGREEMENT

C 137239

It will be many years before a complete balance-sheet of September 1938 can be drawn up: probably all the chief actors will be dead by then and all the world but a few historians will be too busy with fresh troubles to bother about such far-off quarrels and near-battles long ago. But even now a few preliminary and personal opinions may be expressed.

1. It is well that peace has been preserved.

Whatever criticisms may be made of Chamberlain's and Daladier's course, surely we must recognize that they, and particularly Chamberlain, worked for peace and achieved it. I have personally never doubted that a peace such as could now be obtained would be bought at a great price, —— that the repressive policy adopted by France for a dozen years after 1918 and the fumbling of British policy in the years just before and after Hitler's coming to power made it impossible now to achieve a good peace suddenly. But I have also believed that even a bad peace, which might pave the way for a good peace, was better than a preventive war; that no one could forecast the outcome of another European or world war, but could be certain that the horrors and suffering of such a war would begin where the last war left off; that the objects of the war would have little relation to the results, and that liberty and democracy

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would have little chance of survival in such a death grapple. I therefore am glad that Chamberlain strove for peace so pertinaciously, that he never lost his temper or his head, and that he was man enough to continue working for peace when many in England were shouting war and it would have been easy and popular (for the moment) to have taken up that cry himself. He has done a good job.

2. The settlement is not one to be proud of in itself.

It would be foolish to overlook the weaknesses of the present settlement. We cannot deny that force and bluff have triumphed; that Hitler has won by threats and a show of force more than many rulers have won by war; that his position in his own country has been strengthened and his megalomania nourished by this last proof of his irresistible will; that Poland has been encouraged to make a still more contemptible raid; that only Hitler's brittle promises stand in the way of further domination of the Danube; and that it will be a long time before any small country in Europe again places any shred of confidence in a pledge from France or advice from England.

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Peace has been saved by retreat. What Chamberlain and Daladier did in essence was to press Czechoslovakia to accept Hitler's demands for the sake of peace. Some modifications of the Godesberg ultimatum were secured in the Munich conference, it is true: full occupation was slightly delayed; the additional plebiscite area will be determined by the International Commission and the vote supervised by it; probably minorities within minorities can save their cows. But the terms accepted are worse than the Berchtesgaden bargain; Hitler and his imitators have taken over a greater part of the republic than was ever contemplated, destroyed the basis of its industry, cut off many of its vital defences, and made it almost impossible for the fragments that are left to find geographical coherence, political unity or economic stability.

3. <u>There is,however, a chance of a wider appeasement.</u>

Chamberlain has gambled on being able to persuade Hitler and Mussolini to rest content with their laurels. He is probably less confident now than before he met Hitler and realized his abnormal

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nature. But there is a good chance. September scared every country and every ruler, dictator or democratic. The universal outburst of relief, which the bellicose in England say amounted there to hysteria, was too great and too revealing of how little heart there was for war, to be easily forgotten. The dictator countries realized they had no friends anywhere - even though few of their critics were prepared to fight. It may be that the triumphs and the parades of this year will banish Hitler's and Germany's inferiority complex, or revenge obsession. It may be Mussolini will realize that the Rome-Berlin axis is grinding only for Hitler's mill. Time has been won for reason.

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4. Every country played for its own hand: no knight-errants.

The striking and undeniable revelation of this past year's and past month's discussions is the complete absence of any knight-errantry, any idealism, any readiness to risk a bit of one's skin in assisting another. Belgium, Holland, Sweden, Norway, Denmark, Finland, Switzerland definitely and emphatically proclaimed neutrality, officially took to the storm-cellar. Poland, Hungary, Bulgaria began fishing in the muddy waters for their own selfish advantage. Roumania and Yugoslavia, while led by their own fears to hope Germany would not succeed, were not prepared to stand by their partner in the Little Entente unless as part of a strong and actual alliance. Russia played a canny part; she took no initiative, gave no direct pledge against Germany, but would have joined in against her, not for Czechoslovakia's sake, but to serve her own ends, if France and Britain had first gone to war. France, though bound by solemn treaty, threw her ally to the wolves rather than risk war for herself. The League of Nations adjourned.

5. Chamberlain made no binding commitment to war.

Nor did the British Government make any rash or irretrievable threats. Throughout, Chamberlain acted as a

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mediator, a conciliator, not an issuer of challenges. The Runciman mission, the flights to Berchtesgaden and Godesberg, the last minute appeals to Hitler and Mussolini, the Munich conference, were efforts to avoid war. The government deliberately abstained from saying they would fight if Germany attacked Czechoslovakia, because in part of the belief such a declaration might plunge Hitler's disordered mind over the edge, but chiefly, because neither the government nor the British people were prepared to take up Czechoslovakia's quarrel if that meant German planes over London. The furthest that Cmahberlain, Halifax, Simon went until the last few days was to give a warning that no one could be sure that any country could keep out if a conflagration started. Last week, upset by Hitler's arrogance, and with public resentment and opposition criticism rising, and nerves becoming frayed, they went further and communicated direct to Hitler through Horace Wilson a definite statement * of their course of action if war between Germany and Czechoslovakia broke out: saying:

"that French government have informed us that if Czechs reject memorandum and Germany attacks

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* The more or less official London press statement of Monday night, September 26, that Britain, France and Russia would act if Germany struck, did not refer to the reservations actually made.

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Czechoslovakia they will fulfil their obligations to Czechoslovakia, and to add that should the forces of France in consequence become engaged in active hostilities against Germany, we shall feel obliged to support them."

It will be noted that while clear and emphatic, this statement is definitely qualified. Britain would intervene only if the Czechs resisted, if France then intervened, and if France had become engaged in active hostilities against Germany.

Immediate steps were then taken by London to prevent any of these contingencies arising. The Czechs were told on September 27 they must cooperate: must realize the only alternative to cession by time-table would be "invasion and dismemberment of their country by forcible means, and though that might result in conflict entailing incalculable loss of life, there is no possibility that at the end of that conflict, whatever the result, Czechoslovakia could be restored to the frontiers of today."

Next, France. - On the same night, September 27, the British Ambassador in Paris was instructed to tell the French Foreign Minister that the view of General Gamelin (French Chief of Staff) that Germany would have a walk over was confired by the British military attache in Berlin; if efforts for peace failed and Germany entered Czechoslovakia, on the 28th, as now seemed probable,

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"we may expect to be faced in a very short time with a fait accompli so far as Czechoslovakia is concerned. In this situation, having regard to the close identity of interest of our two countries, it is necessary that any action by France in discharge of their obligations and ourselves in support of France should be closely concerted, especially as regards measures which would be likely immediately and automatically to start a world war without unhappily having any effect in saving Czechoslovakia. We should be glad to know whether the French Government agree that any action of an offensive character taken by either of us henceforward (including declaration of war which is also important from the point of view of the United States) shall only be taken after previous consultation and agreement."

France agreed, enthusiastically: "it behoves us both to be extremely prudent and to count our probable and even possible enemies before embarking on any offensive act whatever."

And finally to Germany: on September 28 Chamberlain wrote personally to Hitler to guarantee him he could "get all essentials without war and without delay".

The commitments were last minute and conditional - and immediate steps were taken in all quarters to ensure that the conditions would not arise.

A good lesson in commitments.

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O.D. SKELTON TO WLMK FEB. 1st, 1939

Imperial Relations - Canada's Participation in War
Can. Foreign Policy

Feb 1/39.

C 137247

Prime Minister.

re External Affairs.

Mr Horner's - re Sandeman (Gordon) - Brisbane leading to mas

In meeting criticism regarding the policy of the Canadian government in the September crisis, — "no offers of troops, to terrify the dictators", I assume you will wish to show that the critics completely misunderstood British policy, that Mr Chamberlain's role was essentially that of a mediator, and that such gestures as some Irontonians demanded would have been highly out of place. — I notice Mr Lyons, speaking in "98.5 British Australia", quoting Mr Chamberlain as saying that no Dominion, in that crisis, made direct or indirect offers of assistance.

As regards the future, I understand your view is that if the Government conclude a real and definite crisis is imminent, and of such a nature that Canadian participation should be recommended, a statement to that effect should be given before it could be made to appear the Government was yielding to clamor. Equally, if no such crisis develops, the Government would avoid making

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O.D. SKELTON TO WLMK FEB 1st, 1939

Imperial Relations - Canada's Participation in War
Can. Foreign Policy

Feb 1/39.

C 137247

Prime Minister.

re External Affairs.

Mr Horsnell's - re Sandeman (Sonny) Mulvey Lindsay Thomas

In meeting criticism regarding the policy of the Canadian government in the September crisis, — "no offers of troops, to terrify the dictators", I assume you will wish to show that the critics completely misunderstood British policy, that Mr Chamberlain's role was essentially that of a mediator, and that such gestures as some Torontonians demanded would have been highly out of place. — I notice Mr Lyons, speaking in "98.5 British Australia", quoting Mr Chamberlain as saying that no Dominion, in that crisis, made direct or indirect offers of assistance.

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commitments for ~~hypothetic~~ hypothetical contingencies, or taking a position in general which would make ~~possibly circumstances~~ freedom of decision by Parliament an ~~unreality~~. And, in either case, that preparations for defence of Canada will continue to be made until we reach the essential minimum, or the international situation definitely clears. (Incidentally, ~~x~~ in the course of your parliamentary review, you will show the misconceptions of your Courier quotation, based on failure to consider the context).

It may be an undue reaction after the jittery pessimism of the past two weeks, but it does look now as if there is a definite easing of tension abroad, some good hope, if not yet assurance, that Europe will settle down & let the rest of us get on with our own jobs & meet our own colossal tasks. The junior axis partner may continue to exploit his nuisance value, but without positive support he is not formidable.

O.D. SKELTON O.D.?

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C 137249

COMMITTEE ROOM,

January 28th, 1935.

His Worship Mayor Davison, Chairman,
and Delegates to Conference of
Western Municipalities.

Gentlemen:-

Your Nominating Committee, represented by the following attendance, viz: Mayor G. McGeer (Vancouver), Mayor J.A. Clarke (Edmonton), Mayor H.S. Johnstone (Moose Jaw) and Ald. H. Andrews (Winnipeg), begs leave to report and recommend as follows:

1. Attached hereto is tabulation showing selections of your Nominating Committee for the respective Committees of this Conference.

2. That the Chairman of the Conference, His Worship Mayor Davison, of Calgary, be an ex-officio member of all Committees and that in the event of his absence, the Vice-Chairman, Mayor D. Leeming of Victoria, act in this capacity.

3. That the designation of "Miscellaneous Committee" be changed to "Miscellaneous and Subsequent Procedure Committee" and that this Committee be composed of Mayor Davison (Chairman), Mayor D. Leeming, Vice-Chairman, and the Chairmen of the three Committees as selected by your Nominating Committee, viz: Mayor G. McGeer, Ald. J.W. Fry, Ald. H. Andrews, together with Mayor H.S. Johnstone.

Respectfully submitted,

G. McGeer,

CHAIRMAN.

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COUNCIL CHAMBER, CITY HALL,
Calgary, January 28th, 1935.

TABULATION OF COMMITTEES OF CONFERENCE OF WESTERN MUNICIPALITIES.

FINANCE COMMITTEE:

Mayor G. McGeer (CHAIRMAN) Vanc.
Mayor H.S. Johnstone, Moose Jaw
Mayor J.A. Clarke, Edmonton
Mayor E.L. Groutage, Trail
Commr. R.J. Westgate, Regina
Ald. J.H. Ross, Calgary
Mayor H.J. Fraser, Prince Albert
Mayor Jas. Taylor, Swift Current
Mayor J. Queen, Winnipeg
Mayor I. Bullivant, Medicine Hat
Mayor R.M. Pinder, Saskatoon
Mayor I.F. Shacker, Hanna
Mayor W.J. Moffat, Kamloops
Mayor I.M. Roberts, Cranbrook

RELIEF COMMITTEE:

Ald.H.Andrews (CHAIRMAN) Winnipeg
Ald. Geo. Miller, Vancouver
Ald. A.E. Chegwyn, Moose Jaw
Mayor W.H. Duncan, Weyburn
Mayor F.J. Hume, New Westminster
Ald. A.M. Eddie, Saskatoon
Ald. J.C. McCreath, Edmonton
Mayor C. Rink, Regina
Ald. H. Baker, Medicine Hat
Commr. T.B. Riley, Calgary
Commr. H.W. Halladay, Red Deer
Mgr. J.T. Watson, Lethbridge
Mayor C.D. Enman, Wetaskiwin
Clerk W.E. Wasson, Nelson

TAXATION COMMITTEE:

Ald. J.W. Fry (CHAIRMAN) Edmon.
Ald. L. Johnson, Moose Jaw
Mayor T.A. Love, Grand Forks
Mayor Wm. Bowers, N. Battleford
Mayor J.P. Morgan, Nelson
Ald. H.W. Riley, Calgary
Mayor D. Elton, Lethbridge
Mayor D. Leeming, Victoria
Ald. A.C. Ellison, Regina
Ald. F.J. White, Calgary
Mayor W.P. Code, Red Deer
Mayor A.P. Hanley, Drumheller
Mayor J.A. Code, Camrose
Ald. G. Baker, Wetaskiwin
Coun. L.P. Wisbey, Coldstream
Ald. J.H. Cameron, Saskatoon
Clerk W.E.B. Monypenny, Trail

MISCELLANEOUS & SUBSEQUENT PROCEDURE COMMITTEE:

Mayor A. Davison(CHAIRMAN)Calgary
Mayor D. Leeming (VICE-CH.)Vic.
Mayor G. McGeer, Vancouver
Ald. J.W. Fry, Edmonton
Ald. H. Andrews, Winnipeg
Mayor H.S. Johnstone, Moose Jaw

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C 137251

COMMITTEE ROOM,

January 28th, 1935.

To the Chairman & Members,
Conference of Western Municipalities.

Gentlemen:-

Your Special Finance Committee, represented by the following attendance, viz: Mayor G. McGeer, Vancouver, (Chairman), Mayor H.S. Johnstone, Moose Jaw, Mayor J.A. Clarke, Edmonton, Mayor E.L. Groutage, Trail, Commissioner R.J. Westgate, Regina, Ald. J.H. Ross, Calgary, Mayor H.J. Fraser, Prince Albert, Mayor Jas. Taylor, Swift Current, Mayor J. Queen, Winnipeg, Mayor I. Bullivant, Medicine Hat, Mayor R.M. Pinder, Saskatoon, Mayor I.F. Shacker, Hanna, Mayor W.J. Moffat, Kamloops, Mayor I.M. Roberts, Cranbrook, begs leave to report and recommend as follows:

That the various resolutions submitted by the Western Canadian Municipalities referring to the finance problem and its attendant features were before your Committee for its review and consideration.

That after careful consideration of the whole matter for which your Committee was appointed the following resolutions are respectfully submitted for approval:

RESOLUTION #1.

WHEREAS the financial condition of Western Municipalities has reached a crisis.

AND WHEREAS the burden of interest rates imposed on Western Municipalities can no longer be borne.

AND WHEREAS the Government of the Dominion of Canada and Eastern Municipalities have been able to finance their borrowing upon terms far more favourable than those applicable to Western Municipalities.

AND WHEREAS it is generally accepted that the trend is and should be towards lower interest rates.

AND WHEREAS the basic credit of all Municipalities is the credit of the people of Canada.

AND WHEREAS Western Municipalities are bearing far more than their share of the burden incidental to World Depression and local stagnation.

NOW THEREFORE BE IT RESOLVED that the Federal and various Western Provincial Governments be requested to make whatever Legislative and administrative provisions that are necessary to effect the following:

1. The passage by all Western Provincial Governments, viz: Manitoba, Saskatchewan, Alberta and British Columbia, of a statute importing into every municipal debenture contract the right to retire the debentures upon not more than six months notice and the right to refund the debentures so retired.

2. A refunding of the debts of Western Municipalities and School Boards in an amount necessary (subject to the deductions possible by reason of existing sinking funds) to cover all or any part of:

(a) The capital debt outstanding and covered by outstanding debentures;

(b) Any capital debt owed to any financial institution and covered by unsold debentures;

(c) Any amount necessary to be capitalized to restore the adverse cash position of any Western City.

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C 137252

3. The guarantee by the Federal Government and if necessary the guarantee of the various Provincial Governments of such refunding debentures on a maximum basis of 3%.

4. To that end the setting up in each Province of a debt funding commission empowered to consolidate all Municipal debts and Provincial debts, (if the inclusion of Provincial debts shall be deemed necessary and proper) and to carry out all the details necessary for the refunding and the guaranteeing referred to hereinbefore,

PROVIDED HOWEVER that in any such debt refunding scheme no individual municipality shall be called upon to meet or pay the debt or any portion thereof of any other municipality, and that the debt funding commission shall have full power to see that the sinking fund requirements are adequately maintained and properly administered.

BE IT FURTHER RESOLVED that in the opinion of this Convention the various Governments affected should, as a matter of National and Provincial policy, give effect to the programme herein suggested inasmuch as such programme adds no cost to Governments but possesses the treble advantage of lessening the already intolerable burden of Western Municipalities and School Boards, of safeguarding the investment of existing debenture holders and of adding the necessary security and consequent attraction to Western Municipal issues.

FURTHERMORE BE IT RESOLVED that all Western Provincial Governments be requested forthwith to pass legislation making it imperative upon all holders of existing debentures and coupons of Western Municipalities and School Boards to register their ownership with the various Provincial Secretaries or Ministers of Municipalities in each Province as a condition precedent to the cashing of any coupons or bond.

That the following resolution be submitted to the Alberta Representatives to the Conference only.

RESOLUTION #2.

WHEREAS the rate of interest and the conditions of repayment of bonded indebtedness by Sinking Fund, levied from year to year, has proven burdensome and in some cases increases the mill rate unduly;

AND WHEREAS it is not compulsory to levy for the Sinking Fund, in some cases, and in other cases, when levied the payment into the Sinking Fund is not compulsory, even when collected;

AND WHEREAS under any system of rebonding our bonded indebtedness, both interest and the method of repayment must be readjusted;

THEREFORE this Conference of Delegates from Western Canada Municipalities hereby resolves:

That it will be an assistance to a readjustment of our source of present financial difficulties if the compulsory levying for Sinking Fund purposes is suspended for one or two years, except such as may be provided for under such refunding program, when authorized;

AND this Conference instruct the Secretary to convey the purport of this resolution to the Government of the four Provinces which are here represented.

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RESOLUTION #3.

WHEREAS Municipalities in Western Canada have been unable during the last five years to maintain adequate services of every kind and nature and to carry on public works because of their inability to finance the same;

THEREFORE BE IT RESOLVED that the Dominion Government with its greater credit facilities to obtain cheaper money should provide the necessary finances required by the said Municipalities at cost to carry on the said services and public works;

AND BE IT FURTHER RESOLVED that this Conference of Western Canadian cities solemnly urges upon and petitions the Parliament of Canada to immediately establish as the policy and duty of the National Central Bank of Canada that it shall create and issue under proper measures of public control to national, provincial and municipal governments, at cost, the national currency and monetized public credit necessary to serve the needs of the people, and to maintain progressive and stable government and to promote at all times public works and social services required to eliminate involuntary unemployment.

RESOLUTION #4.

WHEREAS it is the unanimous opinion of this Conference that unemployment relief is and always has been a national responsibility;

THEREFORE BE IT RESOLVED that the Dominion Government assume all debt created by the capitalization of direct relief, and also where it has not been capitalized that the municipalities be reimbursed by the Dominion Government for the expenditures of municipalities for direct relief.

Respectfully submitted,

G. McGEER,

Chairman.

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C 137254

COMMITTEE ROOM

January 28th, 1935.

To the Chairman and Members,

Conference of Western Municipalities.

Gentlemen:-

Your Special Taxation Committee, represented by the following attendance, viz: Ald. J.W. Fry, Edmonton, (Chairman), Ald. L. Johnson, Moose Jaw, Mayor T.A. Love, Grand Forks, Mayor Wm. Bowers, North Battleford, Mayor J.P. Morgan, Nelson, Ald. H.W. Riley, Calgary, Mayor D. Elton, Lethbridge, Mayor D. Leeming, Victoria, Ald. A.C. Ellison, Regina, Ald. F.J. White, Calgary, Mayor W.P. Code, Red Deer, Mayor A.P. Hanley, Drumheller, Mayor J.A. Code, Camrose, Ald. G. Baker, Wetaskiwin, Councillor L.P. Wisbey, Coldstream, Ald. J.H. Cameron, Saskatoon, and Clerk W.E.B. Monypenny, Trail, begs leave to report and recommend as follows:

WHEREAS the source of revenue granted to the Municipalities of Western Canada by the several Provincial Governments is mainly taxation of real property or taxation of land and improvements;

AND WHEREAS the ownership of land and improvements vests in a limited part only of the population of the municipalities;

AND WHEREAS the several Provincial Governments have from time to time placed on the municipalities the cost of social services which are in no way related to the ownership of property but belong to society as a whole;

AND WHEREAS the ownership of real property is no indication of the ability of the owner of real property to pay for social services;

AND WHEREAS owing to the impositions of the cost of social services on the property owner, who may or may not be able to pay, the owners of real property are being forced to abandon to the several municipalities their property holdings;

AND WHEREAS the growing costs of social services in addition to the burden of the economic condition of the times is resulting in a wide spread inability of many of our taxpayers to pay their taxes into the several civic treasuries;

AND WHEREAS as a consequence of these aforesaid conditions many of the cities of Western Canada are facing insolvency;

AND WHEREAS in addition to the cost of social services, the other sources of revenue granted to the municipalities are failing to produce the revenues previously received by the municipalities;

AND WHEREAS many home owners are losing their homes through tax sale proceedings;

AND WHEREAS the home owner is the back-bone of our civic, provincial and federal social structure;

AND WHEREAS the municipalities have put into effect many economies af administration;

AND WHEREAS by the curtailment of appropriations to the upkeep and maintenance of the physical assets of the municipalities is resulting in physical deterioration of the streets, boulevards, sidewalks, sewers, public buildings, fire fighting equipment, etc.;

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AND WHEREAS the remedy for these conditions lies with the Provincial authorities as repeatedly stated by the Federal Government;

AND WHEREAS the Provincial Governments have failed to give the Municipalities the needed financial relief;

NOW THEREFORE We, the representatives of the Cities of the four Western Provinces of Canada, assembled in Calgary, hereby petition the four Western Provincial Governments of Manitoba, Saskatchewan, Alberta and British Columbia, and His Majesty's Federal Government to adjust the financial set-up of the municipalities of the four Western Provinces both in relation to the basis and incidence of taxation and to a new relationship to be set up between the Federal, Provincial and Municipal Governments consistent with the foregoing.

AND FURTHER, that the Federal Government take over the whole burden of unemployment relief and thus enable the several Provincial Governments to restore to the municipalities the grants previously given to them, and also to remove from the municipalities many of the social service charges recently imposed, and which have no relation to ownership of land.

Respectfully submitted,

ALD. J. W. FRY (Edmonton)

Chairman.

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C 137256

COMMITTEE ROOM,

January 28th, 1935.

To the Chairman & Members,
Conference of Western Municipalities.

Gentlemen:-

Your Special Relief Committee, represented by the following attendance, viz: Ald. H. Andrews, Winnipeg, (Chairman), Ald. Geo. Miller, Vancouver, Ald. A.E. Chegwyn, Moose Jaw, Mayor W.H. Duncan, Weyburn, Mayor F.J. Hume, New Westminster, Ald. A.M. Eddie, Saskatoon, Ald. J.C. McCreath, Edmonton, Mayor C. Rink, Regina, Ald. H. Baker, Medicine Hat, Commissioner T.B. Riley, Calgary, Ald. H.W. Halladay, Red Deer, City Manager J.T. Watson, Lethbridge, Mayor C.D. Enman, Wetaskiwin, Clerk W.E. Wasson, Nelson, begs leave to report and recommend as follows:

That the various resolutions submitted by the Western Canadian municipalities referring to the unemployment relief problem and its attendant features were before your Committee for its review and consideration.

That after a careful consideration of the whole matter for which your Committee was appointed the following resolutions are respectfully submitted for approval:

(A) WHEREAS the matter of unemployment has assumed such proportions as to become a national emergency and in the opinion of this Conference is properly a charge upon the Dominion Government.

AND WHEREAS due to the continued heavy burden which has been thrust upon Municipalities by reason of unemployment relief costs ordinary municipal services for which they were instituted have been seriously curtailed.

AND WHEREAS under the present basis of taxation municipal revenues are derived almost solely from taxation of real property.

AND WHEREAS the present rate of taxation on real property in Western Canada is confiscatory and the realty taxpayers are demanding that their load be lightened.

AND WHEREAS the present arrangement as between the Dominion, Provincial and Municipal Governments expires with date of March 31st, 1935,

AND WHEREAS in the opinion of this Conference any system of direct relief is demoralizing to the relief recipient and leaves no asset to the community;

THEREFORE BE IT RESOLVED,

(1) That on and after April 1st, 1935, in lieu of the present system of direct unemployment relief to which the Cities and Municipalities have been called upon to contribute the Dominion Government institute a work for wages program for which purpose the national credit be used.

(2) That where there is not sufficient work to employ all men and women and assistance is necessary the total cost of the maintenance of those for whom work is not provided be assumed and administered by the Dominion Government, that relief be paid in cash and on a scale adequate to maintain a rational standard of living.

(b) It is the opinion of your Committee that the Miscellaneous and Subsequent Procedure Committee should report to the whole Convention prior to adjournment.

Respectfully submitted,

H. ANDREWS,
Chairman.

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C 137257

COUNCIL CHAMBER,
CITY HALL, CALGARY,
January 29th, 1935.

To the Chairman & Members,
Conference of Western Municipal Representatives.

Gentlemen:-

Your Special Miscellaneous & Subsequent Procedure Committee, represented by the following attendance, viz: Mayor Davison of Calgary (Chairman), Mayor G. McGeer, Mayor H.S. Johnstone, Mayor Leeming, Ald. H. Andrews and Ald. J.W. Fry, begs leave to report and recommend as follows:

1. That the offer of His Worship Mayor C. Houde, of Montreal, to convene a meeting of Canadian cities in Ottawa during the present session of the Dominion Parliament be accepted, provided it is possible to arrange for a delegation from such a conference to interview the Dominion Cabinet in order to place before it the requests of the cities concerned. Further, that Mayor Houde be notified accordingly.

2. That each City in Western Canada be urged to send a representative to this meeting.

3. That this Committee recommends the appointment of the following, with power to add to their numbers, in order to present the decisions of the conference presently in session to the respective Provincial Governments, with a view to securing the endorsement and support of the said governments of the decisions in question:

British Columbia:- Mayor David Leeming, Victoria;
Mayor G.G. McGeer, Vancouver.

Alberta:- Mayor J.A. Clarke, Edmonton;
Mayor Andrew Davison, Calgary.

Saskatchewan:- Mayor H.S. Johnstone, Moose Jaw;
Mayor C. Rink, Regina;
Mayor R.M. Pinder, Saskatoon.

Manitoba:- Mayor John Queen, Winnipeg;
Alderman H. Andrews, Winnipeg.

4. That providing satisfactory arrangements are made to interview the Dominion Cabinet in Ottawa, the various provincial governments be asked to name representatives to accompany the civic delegation with the view of supporting us in our requests.

5. That a Committee consisting of Mayors Queen, McGeer, Johnstone and Davison, with power to add to their numbers, be appointed to present the resolutions and decisions of this conference to the Federal Government, provided, however, that if the Dominion Conference is held and endorses and approves of the decisions of the Western Conference that the presentation at Ottawa be made through the Dominion Conference body.

6. That in the meantime the Chairman and Secretary be instructed to forward to the governments concerned copies of all resolutions passed by the Conference, for their consideration and action.

7. That copies of the proceedings be mailed to the delegates in attendance, also to the municipal officials mentioned in the telegram of Mayor C. Houde.

All of which is respectfully submitted.

Andrew Davison,

CHAIRMAN.

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C 137258

OFFICE OF THE PRIME MINISTER

MEMORANDUM

Confidential

FOR MR. KING:

(2)

P-901
VI.3

As directed, I told Mr. Howe this afternoon that you hoped it might be possible to defer a decision in connection with the City of Toronto until Mr. McCullough had an opportunity of discussing it with you in Ottawa in the near future.

Mr. Howe stated that no action would be taken for a couple of weeks and in any event could only be taken by means of an Order in Council. The matter of new stations is one in which the Corporation is consulted first, but, under the Statute, the Minister must submit the matter for the approval of Council.

E. A. P.
(E. A. PICKERING)

P/D

Ottawa,
December 9, 1936.

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OFFICE OF THE PRIME MINISTER C 137259

MEMORANDUM

April 7th, 1939.

For the Prime Minister:

As directed, I have arranged for the Cabinet Committee on Unemployment, to meet the Federation of Mayors and Municipalities, in the Prime Minister's office in the East Block at 11 a.m., Wednesday, April the 12th. I have informed all the members of this Committee of the Cabinet, namely:

Mr. Rogers,
Mr. Howe,
Mr. Michaud,
Mr. Gardiner,
Mr. Cardin,
Mr. Crerar,
Mr. Mackenzie.

I have also informed Mayor Lewis.

I have intimated that the Prime Minister may find it impossible to be present, but will attend if he can, and I have told Mr. Rogers to be ready to preside if Mr. King is not present.

A.D.P.H.

A.D.P.H.

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C137260 JAG

OFFICE OF THE PRIME MINISTER

MEMORANDUM

April 11th, 1939.

R-100-M
1939
Delegation

For the Prime Minister:

At the meeting, to be held in the Prime Minister's Office, East Block, Wednesday, April the 12th, at 11 a.m., Mayor Lewis and the Committee of the Federation of Mayors and Municipalities, consisting of twelve persons, will be present.

The following members of the Committee of the Cabinet on Unemployment have been requested to be present:

Messrs. Rogers, Howe, Michaud, Gardiner, Cardin, Crerar and Mackenzie.

Lowe Spent

A. D. P. H.

A. D. P. H.

Read in Council

Rogers will preside

Ap " Ap

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Mr Gardiner } will not
Mr Mackenzie } be present

C 137261

The following intend to be present (in addition to Mr Rogers)

Mr Howe
Mr Richard
Mr Crerar

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MEMORANDUM C 137262
Office of the Prime Minister

Ottawa, April 11/39.

Mr. Gibson

MR.

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C 137263

Mayor Lewis — Ottawa

Mayor Day — Toronto

Ald W. H. Biggar — Montreal

Mayors

Walter Mitchell	Halifax.
P. W. Caldwell	Campbellton. N.B.
E. A. Foster	Charlottetown
Lucien Borne	Quebec
William Morrison	Hamilton
John Queen	Winnipeg
R. M. Pinder	Saskatoon
Andrew Davison	Calgary
J. Lyle Telford	Vancouver
John W. Fry	Edmonton

Reeve John Warren — East York

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C137264

R-100
1931
Delegates

COMMITTEE TO MEET CABINET

CHAIRMAN: J. Stanley Lewis, (Ottawa)
Dr. J.Lyle Telford (Vancouver)
C. E. Scanlan (Kamloops)
J. W. Fry (Edmonton)
D. H. Elton (Lethbridge)
C. Niderost (Saskatoon)
H. A. Ireland (Portage La Prairie)
Paul Bardal (Winnipeg)
Geo. C. MacLean (St.Boniface)
H. R. Cory (Trenton)
R. J. Waterous (Brantford)
H. P. Boivin (Granby)
A. Pitt (Trois Rivieres)
B. Panet- Raymond (Westmount)
Hedley Forbes (Fredericton)
P.W.Caldwell (Campbellton)
Walter Mitchell (Halifax)
J. A. Johnston (London)
Dr Coulson (Toronto)

+ Geo. H. Mooney, Sec.

With Power to Add

~~COMMITTEE ON MUNICIPAL REVIEW~~

~~CHAIRMAN: Edward Wilson (Verdun)~~
~~Stanley Lewis (Ottawa)~~
~~Camillien Houde (Montreal)~~
~~Ralph C. Bay (Toronto)~~
~~John Queen (Winnipeg)~~

~~(Or refer to Central Management Committee for study and report)~~

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C 137265

Mr. King - Requests for Interviews
Can. Federation of Mayors & Municipalities
Unemployment
" Policy
J Banks - Bank of Canada
Housing

Ottawa, April 12th, 1939.

R-100-m
Delegation
U-100
v.18
see 1936
T-200
1939
E-200
1939
T-204
see 1936
U-100
v.14
B-150
1939
U-100
v.13

Please distribute
Resolution to proper depts
then [illegible]
21-4-39

(3)

MEMORANDUM FOR THE PRIME MINISTER:

Re: Federation of Mayors and Municipalities - representations to the government

The following members of the Cabinet Committee on unemployment - Messrs. Rogers, Howe, Michaud and Crerar, today met a delegation of the Federation of Mayors and Municipalities at 11 a.m., in the Prime Minister's office in the East Block.

The delegation of the Federation of Mayors and Municipalities consisted of:

J. Stanley Lewis (Chairman) Ottawa,
Dr. J. Lyle Telford - Vancouver,
C. E. Scanlan - Kamloops,
J. W. Fry - Edmonton,
D. H. Elton - Lethbridge,
C. Niderost - Saskatoon,
H. A. Ireland - Portage la Prairie,
Paul Bardal - Winnipeg,
Geo. C. MacLean - St. Boniface,
H. R. Cory - Trenton,
R. J. Waterous - Brantford,
H. P. Boivin - Granby,
A. Pitt - Trois Rivieres,
B. Panet - Raymond - Westmount,
Hedley Forbes - Fredericton,
P. W. Caldwell - Campbellton,
Walter Mitchell - Halifax,
J. A. Johnston - London,
Dr. Conboy - Toronto,
George Mooney (Secretary) Montreal,

Six Resolutions were presented to the Committee of Cabinet on behalf of the Federation. Attached are copies thereof.

Mr. Rogers presided, in the absence of the Prime Minister, and at the conclusion of the discussion which took place, promised to refer the Resolutions to the Cabinet as a whole.

A. D. P. H.

A. D. P. H.

see letter to Minister dated April 26/39

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C137266

UNEMPLOYMENT RELIEF

WHEREAS, there has been no appreciable abatement in unemployment; and

WHEREAS, it is now generally conceded that unemployment relief in one form or another may continue indefinitely to be a problem of greater or lesser magnitude; and

WHEREAS, the cost of unemployment relief bears too heavily on the restricted income of municipalities and is forcing many of them to increase their funded debt out of all reasonable proportion to financial safety; to forego many social services and necessary civic ~~services~~ improvements badly needed; and

WHEREAS, it is urgently expedient that the administration of relief be placed on a more stabilized basis than at present exists; and

WHEREAS, unemployment in our time is primarily a by-product of the economic state of the nation and as such is rightly a national responsibility;

THEREFORE BE IT RESOLVED:

THAT this Conference of Mayors petition the federal government to establish such arrangements as may be necessary in order to relieve the municipalities of all responsibility for the costs of relief.

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C 137267

GRANTS-IN-AID FOR MUNICIPAL SERVICES

RESOLVED

THAT the federal and provincial governments be requested to impose no additional services on municipalities or school boards without at the same time creating a definite taxation source for adequately financing such services.

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CHEQUE STAMPS

RESOLVED

THAT the Canadian Federation of Mayors and Municipalities be asked to present to the Federal Government the matter of exemption of municipal corporations from excise stamps on cheques.

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C 137269

NATIONAL HOUSING ACT

WHEREAS the National Housing Act has been enacted principally for the purpose of stimulating activity in the construction industry, thereby creating employment; and

WHEREAS under the terms of said Act loans are made only to persons building new houses; and

WHEREAS in many municipalities there is a plentiful supply of old houses in a semi-dilapidated condition whose owners would welcome an opportunity of securing for remodelling and repairing purposes a loan which could be repaid over a period of 10 or more years; and

WHEREAS the home improvement loans now procurable through the Banks are for a short period and necessitate, if the loan is reasonably large, a monthly repayment instalment beyond the means of most persons; and

WHEREAS so long as this supply of old houses exists persons are loath to invest in a new house:

THEREFORE BE IT RESOLVED that Part I of the National Housing Act 1938 be amended to empower approved lending institutions to make a loan to a person for the purpose of remodelling or repairing an existing house, provided that the person seeking such loan owns such house free of all encumbrances.

or has a substantial subsisting & valid equity in the same.

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C 137270

FINANCING OF GOVERNMENT LOANS

RESOLVED

THAT the Parliament of Canada be urged to extend to the Bank of Canada the power to and the responsibility of assisting wherever necessary federal, provincial, and municipal governments in financing at a minimum expense to the taxpayers all essential, ~~non-self-liquidating~~ public projects and social services.

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CANADA

C 137271

UNEMPLOYMENT RELIEF WORKS PROJECTS

RESOLVED

THAT the federal government be requested to consider the costs of labour in any Federal-Provincial-Municipal Unemployment Relief Works Project as embracing fifty percent of the costs of materials; and that the federal and provincial governments be requested to assume such portion of the costs of materials as including labour costs.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 196, pages C136876-C137402)

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CANADA

Collateral - Armaments

C 137272

Manufacture of Munitions in Canada.

There has been much discussion in the press about the value of munition contracts to Canada and, while it is recognized that there would be a measure of increased prosperity if Great Britain placed orders here, there is also a note of warning discernible on one or two points, the most important being that by accepting such orders, Canada thereby forfeits her neutrality.

Moncton Transcript, November 14th, "Peace loving Canadians would dispense gladly with any profits from munitions, for a more peaceful world". In a later editorial, the Transcript says "There is no thought of the government handing out big munition contracts, but orders will be on the basis of production costs".

Toronto Globe, November 14th, brands any "reticence about Canadian industry participating in munition manufacture as nonsensical, and suggests that somebody still has silly notions about preserving Canada's neutrality, and protecting her autonomous isolation . . . Is it not the duty of Canadian industry to lend what help it can, and is it not Britain's duty to make use of such Empire aid as there is to reach her objective?"

Woodstock Sentinel Review, November 15th, points out that the prospect of such orders helping to relieve the unemployment situation here is favourably regarded, but draws attention to the argument that by the acceptance of munition contracts Canada would be liable to attack from an enemy who naturally desired to destroy the sources of supply. Pacifists argue that Canada ought to keep out of any European war and, therefore, ought to reject any munition contracts.

Lethbridge Herald, November 16th, believes that Mr. Baldwin's statement has opened a new question in regard to Empire relations, bringing in the responsibility of the Dominions

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in a way not thought of before. "If Great Britain is vulnerable to enemy attacks, the whole Empire is vulnerable".

Windsor Daily Star, November 20th, "If Canada is going to embark on a programme of building airplanes and other equipment, the government should take immediate steps to prevent profiteering".

Hamilton Spectator, November 14th, states that if Canada becomes one of the main sources of war supplies for Britain, it will be extremely difficult for her to maintain a position of neutrality. "If she wanted neutrality at any price, she would have to close these vital sources of supply down and deliver a serious blow to Britain in her hour of need. . . . The need to defend the trade routes, to protect the industries would probably precipitate conflict with the enemies of Britain, and, quite apart from this, the definition of neutrality does not permit the providing of arms to one belligerent and not to the other".

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Collateral - Armaments
C 137274
Mac King

Re - Manufacture of Armaments Munitions.

Mr. Mackenzie King

(Revised Hansard page 2307, April 1st, 1935)

"I would like, however, to say with regard to disarmament that I do not think it is sufficient for this country simply to say that it supports the League of Nations in its policy of disarmament. I think we ought to name a concrete policy in that regard. Having observed what has taken place in investigations in the United States, where beyond all question it has been shown that there are those who are prepared to traffic in the manufacture and sale of munitions and armaments for the sake of gain, that there are large interests that are even selling simultaneously to countries that are at enmity with each other, it behooves this country and I believe all nations to begin immediately to investigate the whole business of armament manufacture and sale. I should like to see a beginning made in this country of a thorough investigation into the whole business of the manufacture and sale and distribution of munitions of war and armaments and that step put forward as part of a policy to govern British countries, a policy that we would hope might be followed in all parts of the British empire. I am glad that in Great Britain a commission has been appointed for the purpose, and I am sure that if the British empire as a whole made it a part of the policy of its several parts to investigate to the utmost limit the workings of these great armament production interests and those who are concerned on the commercial side with the sale of munitions, it would have an enormous effect upon other countires, and if the United States paralleled the example of the British empire in that regard, that example would soon be followed by other nations of the world with results of benefit to mankind."

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C 137275

Re the Manufacture of Arms and Munitions

April 1, 1935
Unrevised Hansard, pp.2292-93

Rt. Hon. W. L. MACKENZIE KING:

I repeat that I hardly think in the light of the European situation at the moment and what is being sought to be done to improve conditions there, it is wise to go too far in our discussion of policies that may or may not be best for the preservation of peace. I would like however, to say with regard to disarmament that I do not think it is sufficient for this country simply to say that it supports the League of Nations in its policy of disarmament. I think we ought to name a concrete policy in that regard. Having observed what has taken place in investigations in the United States, where beyond all question it has been shown that there are those who are prepared to traffic in the manufacture and sale of munitions and armaments for the sake of gain, that there are large interests that are even selling simultaneously to countries that are at enmity with each other, it behooves this country and I believe all nations to begin immediately to investigate the whole business of armament manufacture and sale. I should like to see a beginning made in this country of a thorough investigation into the whole business of the manufacture and sale and distribution of munitions of war and armaments, and that step put forward as part of a policy to govern British countries, a policy that we would hope might be followed in all parts of the British empire. I am glad that in Great Britain a commission has been appointed for the purpose, and I am sure that if the British empire as a whole made it a part of the policy of its general parts to investigate to the utmost limit the workings of these great munitions production interests and those who are concerned on the commercial side with the sale of munitions, it would have an enormous effect upon other countries, and if the United States paralleled the example of the British empire in that regard, that example would soon be followed by other nations of the world with results of benefit to mankind.

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Wee - armament

C 93727/6

Measures taken in various countries
towards nationalization of
armament industries

1. United States:

(a) President has been empowered to prohibit exports of war materials to belligerents other than allies of U.S., when the latter is at war.

(b) Complicated measure now before Congress to "take the profit out of war" by code of restrictions.

2. France:

(a) Act of August, 1936, empowers Government to take over, against compensation, certain privately owned armament plants; also requiring disclosure to Government of secret trade information necessary for mobilization of industry.

(b) A draft law has been circulated among departments; if enacted it would give the government in war time control of the wealth and lives of all nationals; the scheme is restricted to resisting aggression or acting under the Covenant - it would not operate in civil war.

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3. Czecho-Slovakia:

An act of 1935 empowers the Government, upon proclaiming a state of national emergency, to

(a) Take control of all industry;

(b) Conscript all subjects from 17 to 60 for service in the armed forces or industry;

(c) Evacuate certain territories;

(d) Supercede the authority of civil courts by that of military courts;

(e) Expend on military purposes funds voted by Parliament for other purposes;

(f) Substitute government by decree for parliamentary legislation.

ALSO, in time of peace, the Govermment has the right to inspect secret processes and to control the building and expansion of industries of national importance.

4. Italty:

A plan for the turn-over of industry from production of peace-time goods to mass production of war stores has been adopted.

5. Belgium:

A "Service of National Mobilization" was set up in 1926 by Royal decree to gather date on organizing industry for war

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6. Germany:

Germany industry is mobilized for the manufacture of armaments on an unprecedented scale.

7. Japan:

The Government has authority, by Law No. 38, promulgated in 1918, to mobilize national resources in an emergency. These powers were used in the Manchurian campaign and are constantly exercised to develop industry along lines of service for war. Few branches of industry are without some measure of State control, supervision or industry, chiefly through the War Department.

8. Russia:

All industry is nationalized by the constitution; in addition the Five Year Plans take account of the adaptability of industry for war service.

9. Finland:

The Department of War Economics was formed in January, 1936, to direct industrial and other activities in preparation for war and to control the manufacture of war supplies and food in time of war.

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Ottawa Evening Citizen

Feb 23/37

C 137279

Asserts U.S. Entered War to Protect Trade

The United States of America entered the world war to protect their trade interests was the assertion made last evening before a meeting of the Douglas Social Credit Club by P. J. Rowe, M.P., in the Carnegie Library. Mr. Rowe referred to a telegram sent by the United States ambassador to President Wilson in which the speaker claimed this was made quite plain. J. A. Schryburt was in the chair.

The speaker dealt with the defence estimates now before the House of Commons and referred to his own address on the question. He also referred to a proposal made, he claimed, by the Prime Minister in April, 1935, in which the Prime Minister suggested that Canada should undertake an investigation of armament firms in the Dominion.

Mr. Rowe stated that he had placed upon the order paper of the House of Commons yesterday a resolution calling for the setting up of a select standing committee to make such an investigation. He said that when he placed the motion on the order paper he had no idea that the Prime Minister had made a similar suggestion.

The speaker in concluding claimed that he had made several constructive suggestions to the government in the matter of Social Credit.

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C 137280

Report of Special Interdepartmental
Committee - Control of Profits, Munitions of War

Unrevised Hansard
April 2nd, 1937, page 2697

Mr. MACKENZIE KING: For some months past an interdepartmental committee has been going very carefully into the whole question of the control of profits with respect to munitions of war. That committee has been working in conjunction with members of the government. The line upon which we have been proceeding is to attempt to draw a distinction between war materials produced in times of peace and what may be necessary in times of war. Unquestionably special legislation would be required in times of war. At the present time, in a time of peace, the government is proceeding on the theory of permitting competition with reasonable remuneration, the work to be subject to inspection and audit. Different forms of control have been suggested by the departments. Members of the interdepartmental committee are working together with a view to effecting just what my hon. friend has in mind. I can assure him that the whole question is one to which the government is giving careful consideration, and that it will continue to do so. We agree with him in asserting the principle that no profits should be made out of war.

Mr. BENNETT: As such.

Mr. WOODSWORTH: Has the government any policy with regard to the matter I mentioned, that is the export to friendly warring nations?—of course, we would not be exporting to an enemy nation—or to neutrals? Is there any line of policy that the government intends to follow with regard to these matters? We have dealt with one particular case, that of Spain, but no general policy has been laid down so far.

Mr. MACKENZIE KING: Some of these matters are better dealt with as the situations arise. For example, with respect to Spain, there was no difficulty in determining exactly what in the public interest was most advisable. However, to state in advance the principle which would govern with respect to situations, as they may affect different countries at different times is something which might not be wholly wise. This is especially so where the general policy is one of seeking an effective control.

Mr. WOODSWORTH: Will a report be made to parliament covering the production, transportation and exportation of war materials? Will the facts be given to the public?

Mr. MACKENZIE KING: All I can say at the moment is that when the estimates of departments affected are being considered, we shall seek to give the desired information so far as may be possible. As to any special report being prepared, this has not been considered up to the present, but I shall be glad to see that the suggestion is taken under consideration.

Mr. BENNETT: I have to make a few observations with respect to this section from an entirely different standpoint. I have been accustomed over a period of many years to hear denouncements of the power vested in the executive and the exercise thereof by the governor in council. When such power as that mentioned in this section has been vested in the governor in council of this country, I do not know. We sometimes talk about vesting power in the governor in council in connection with relief matters touching the health and happiness of our people; but here the whole problem mentioned by the hon. member for Winnipeg North Centre (Mr. Woodsworth) is to be dealt with by the governor in council by regulations.

Mr. MACKENZIE KING: Can my right hon. friend suggest a better way?

Mr. BENNETT: Yes. There should be placed upon the statute books a provision that on and after a given date, in the event of hostilities these things should operate. Action with respect to matters of war should not be left to the executive; that should be a matter for parliament. It should become operative the minute war is declared.

Mr. MACKENZIE (Vancouver): This provision would have to be in effect when we are not involved in any hostilities.

Mr. BENNETT: This government or any other government is not likely to interfere with the movement of materials from Canada to a neutral country. We will not by an act of parliament prevent trade; at least, I have never heard anyone suggest we are likely to do that. That is a question as between neutrals and ourselves.

Mr. MACKENZIE KING: What about the position of Spain?

Mr. BENNETT: We are selling goods to Spain to-day.

Mr. MACKENZIE KING: We are controlling the export of certain classes of munitions.

Mr. BENNETT: We are selling goods to Spain, but there are certain classes of goods intended for war which are controlled.

Mr. MACKENZIE (Vancouver): Goods could be sent to a neutral country and re-exported to Spain.

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MEMORANDUM FOR THE PRIME MINISTER: 1st September, 1 C137281

Lord Cecil 's request is not easy to comply with. Any request from Lord Cecil, and in the interests of a peace movement, certainly demands most sympathetic consideration. There are many roads to peace, however, and his particular road and the road of his organization, involves the undertaking of collective sanctions. Aside from that, the specific subject on which he suggests you might write, namely, the comparative safety of the disarmed nations on the St. Lawrence and the armed nations on the Rhine, while a very taking one, is one on which a great deal has already been said - in fact, the point has been made so often by Canadian speakers at Geneva that European delegates have come to resent its being raised. In any case, the comparison between the two countries on the banks of the St. Lawrence, one overpowering in numbers and incidentally very heavily armed, and the other one-twelfth its size, and the two nations on the Rhine, fairly evenly balanced, is not one that will wholly stand analysis.

[O. D. SKELTON]

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MEMORANDUM

Dept. of National Defence
Munitions

20th November, 1936

C 137282

Export of Munitions.

Lipsett of the "Toronto Star" brought in today a long telegram from his paper referring -

(1) to the report that the British Government has placed an order for shells with R.J. Magor's Company and (the National Steel Car Company) and

(2) to reports of armed aeroplanes being shipped from Fort Erie, Ontario, to Mexico. Regarding the latter point, the telegram reported that Nesbitt Thompson and Company were shortly bringing out an issue for enlarging the works of the Fleet Aircraft Company at Fort Erie, a subsidiary of a similar United States firm, and that "Star" reporters had what they alleged was reliable information that an order for ten planes fitted with American made machine guns had been placed, and that three planes were leaving for Mexico today, the possible ultimate destination being Spain. The telegram instructed Lipsett to ascertain -

1. How the policy of encouraging or permitting large British munitions orders in Canada could be reconciled with the Government's policy of no advance commitments to participation in British wars, and

2. How manufacturing munitions for foreign countries could be defended. I told Lipsett of course that he could not expect anyone to answer questions on such important subjects as that on a telegraphic request, and that as far as I was concerned, I would

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C 137283

not discuss the question at all. He said he had been informed by more than one Minister that the report as to planes being sent to Mexico must be erroneous, as the definite policy of the Government prohibited the export of munitions to foreign countries. I asked him if he was aware of any laws or regulations to that effect and he stated that he was not. I added that I was not aware either of any such rule having been laid down.

In accordance with your instructions, a memorandum outlining the policy of the United States and European countries regarding the manufacture and export of munitions, and analysing the Royal Commission Report which is being prepared and will be ready next week, is being prepared.

It is perhaps well to add that so far as we are aware, the only statutory provision on the subject is that contained in Section 290 of the Customs Act, as follows:

> "The Governor in Council may, from time to time, prohibit the exportation of the carrying coastwise or by inland navigation, of arms, ammunition and gunpowder, military and naval stores, and any articles which the Governor in Council deems capable of being converted into or made useful in increasing the quantity of military or naval stores, provisions or any sort of victual which may be used as food by man."

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No general action has been taken by Council under this head. There are two old Orders-in-Council, one regarding export of arms to China and the other regarding the export of arms to Bolivia and Paraguay, both of which are obsolete and should be repealed when the general question of whether or not any control of exports of munitions abroad is desirable is being considered.

P.S. I have just been talking with National Revenue, and find they have been closely in touch with the Fort Erie manufacture. Permission was given for bringing in some material for manufacturing in bond at Fort Erie, Ontario, and for affixing fully finished machine guns there. They were informed the order came from Mexico. I understand an Order-in-Council was passed facilitating these operations in some way.

O.D.S.

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Dept of National Defence
Munitions

C 137285

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OFFICE OF THE PRIME MINISTER
CANADA

CONFIDENTIAL

Ottawa, November 21, 1936.

Memorandum for the Prime Minister:

Re Manufacture of aircraft for export to Mexico.

The Minister of National Defence has telephoned me the text of a memorandum prepared for him by his Deputy Minister:

> "I have the honour to report it has been ascertained that the Fleet Aircraft of Canada, Limited, Fort Erie, Ontario, is now working on an order for ten consolidated Model 21 Training Aircraft, powered with Wasp Junior 300 Horsepower engines. It is expected that the order will not be completed before December the 15th, 1936, and the aircraft are to be shipped to Mexico. It is also understood that Model 21 Aircraft are actually equipped with machine guns which are imported into Canada from the United States, fitted to the aircraft and promptly exported - all with the approval of our Customs Department".

Mr. Mackenzie thinks the matter is serious enough to warrant your meeting with him and Mr. Ilsley this morning. I have ascertained that Mr. Ilsley will not be in town until Monday and I have so informed Mr. Mackenzie.

I have passed on Mr. Mackenzie's memorandum to Dr. Skelton, who tells me that he sent a memorandum to you on this subject yesterday.

The Toronto Star received in the office this morning (night edition) does not carry a story on this subject.

E. A. P. Keenleyside

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FROM THE PRIME MINISTER

TO Mr. Pickering

Mr. King asked that the attached papers on the export of aircraft, be placed with Defence papers.

W.J.T.

24/11/36

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FROM THE PRIME MINISTER C137287

TO Mr. Pickering

Mr. King will discuss today the question of manufacture of aircraft for export to Mexico. He fixed no hour, but perhaps you will speak to Mr. Mackenzie and Mr. Ilsley, and then remind Mr. King.

W.J.T.

23/11/36

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NOV. 25, 1936

DEPARTMENT OF
EXTERNAL AFFAIRS 137288

L.C CHRISTIE TO O.D. SKELTON
(2 enclosures)

Dr Skelton Re Arms Trade etc

Herewith 2 memoranda:

(1) "Secret" - containing descriptive material plus questions for consideration (pp. 12-17)

(2) Plain - containing only the descriptive material.

What distribution?

L.C.Christie

Ottawa, 25.XI.36 19

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(Keep this memorandum attached to memo of L.C. CHRISTIE TO O.D. SKELTON, NOV. 25, 1936)

C137289

SECRET

November 24, 1936.

W.L.M. - Munitions
Can. Foreign Policy
Armaments
Trade - Can. Trade Policy
U.K. - Defence Policy
U.S. - Defence Policy
U.S. - Neutrality Acts
Parliamentary Supremacy

STATE CONTROL OF EXPORT, IMPORT AND MANUFACTURE OF ARMS AND MUNITIONS

RECENT DEVELOPMENTS ABROAD

1. These notes are based on material recently obtained from the Canadian representatives in London, Washington and Geneva, on League of Nations documents, and on the recent Report of the British Royal Commission on the Private Manufacture of and Trading in Arms.

2. In recent years many arms-producing States have enacted legislation or regulations covering both peace-time export and manufacture. As regards export, the stimulus is said to have been the Disarmament Conference discussions, parliamentary and congressional investigations, and the embargoes in the Chaco, Italian and Spanish cases. The control is generally exercised through a licensing system, as in Great Britain and the United States. The United States legislation covers imports as well. As regards manufacture, the origin is said to lie not so much in international policy as in considerations of public safety, internal peace and order. Under this aspect, the recent French legislation apparently contemplates a more far-reaching State intervention than exists anywhere else outside Russia, Germany, and Italy.

3. Export licensing systems have been adopted, during the past ten years, by Great Britain, United States, Belgium, Czechoslovakia, Denmark, France, Germany, Italy, Japan, Netherlands, Norway, Sweden Switzerland.

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C137290

4. Control of manufacture, in more or less degree, by licensing systems or otherwise: Denmark, France, Italy, Japan, Netherlands, Sweden.

5. Brief surveys of the position in Great Britain and the United States will be useful. The other cases seem to offer nothing of special suggestiveness.

GREAT BRITAIN

Existing Peace-time Control

6. Control of Exports by a Licensing System: Exports of certain classes of arms and munitions of war are prohibited except under:

Specific Licenses, i.e., for each specific shipment; or

Open General Licenses, i.e., permitting the export of certain prohibited classes which could not otherwise be exported except under a specific license (It is understood this practice has very recently been suspended or modified because of the Spanish case, notably in the case of aircraft).

The Director, Imports and Exports Licensing Section, Board of Trade, administers this control, all applications being addressed to him.

Legal authority: Various provisions of the Customs and Inland Revenue Act, 1879; the Exportation of Arms

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Act, 1900; and the Finance Act, 1921. The current operative order is The Arms Export Prohibition Order, 1931 (Order in Council of May 19, 1931).

Origin of existing control: Official witnesses before the recent Royal Commission said the present system was a direct outcome of war time prohibitions to prevent war materials reaching the enemy and has been kept in operation mainly to enable Great Britain to play its part under certain treaties and to regulate the international arms traffic with native races, subversive elements and disarmed ex-enemy countries.

7. Control of Manufacture. There appears to be no system of direct control of manufacture in Great Britain. Presumably a formidable power of indirect control arises from the existence of the export licensing system, from the leverage held by the Service Departments as large buyers, and, more recently, from the "mobilisation of industry" aspects of the new defence program.

8. Control of Profits. More detailed information from London is expected shortly. Meanwhile reference may be made to a general statement of the Government's policy on this point given by the Chancellor of the Exchequer in the House of Commons on March 12, 1936. Mr. Chamberlain said:

> "The policy of His Majesty's Government is that, in cases where it is impossible to secure effective competitive tendering, contracts should be settled on the basis of allowing a fair and reasonable profit, having regard to the circumstances of each case, including such factors as the extent of the orders and a reasonable return on the capital

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> "assets directly employed. A standard percentage of profit on the production costs of the goods supplied would be found in practice to lead to indefensible results."

On June 23, 1936, Sir Thomas Inskip stated that fair profits could not be determined by the application of any single criterion. He then went on:

> "The machinery adopted" (for calculating a fair profit) "necessarily varies according to the type of contract. The underlying principle is that, where effective competitive tender is not available, Departments obtain such information as to production costs as will enable a fair price to be determined. This information is normally obtained by such methods as examination of the contractors' books by the Departments' accountants, or by the preparation of technical estimates of cost. On all such questions as this, the Admiralty has the assistance of their Contract Advisory Committee and the Air Ministry of the committee presided over by Sir Hardman Lever, and the establishment of a similar committee is being considered by the War Office."

Five days later, Sir John Simon stated in the House of Commons: "Further measures of control are not in our opinion at present called for".

Report of the Royal Commission on the Private Manufacture of and Trading in Arms

(Cmd. 5292 - October 1936)

9. Basis of Recommendations: Objections to private manufacture and trading could best be removed by limitation of arms by international agreement. Great Britain should not support a universal system of state monopoly. Abolition of this private industry in Great Britain, even if it were practicable, is not desirable in existing conditions because of "the necessities of imperial defence".

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C 137293

10. Recommendations:

(a) Great Britain should promote international agreement for regulation of the manufacture of and trade in arms. Recent United States proposals to the Disarmament Conference afford a basis to this end.

(b) The Government "should assume complete responsibility for the arms industry in the United Kingdom and should organise and regulate the necessary collaboration between the government and private industry", in order to establish a planning system and ensure rapid emergency expansion, to check prices and prevent profiteering in time of war or emergency.

(c) A Controlling Body for "all matters relating to the supply and manufacture of arms and munitions, costing and the authorisation of orders from abroad",

having executive powers (not merely advisory); and

presided over by a Minister responsible to Parliament.

(d) The Government's own factories "should be fully equipped for the production in some measure of naval, military and air armaments of all types".

(e) Profit control measures in peace-time, not only to prevent excessive profits, but to satisfy the public that they do so, should be taken.

(f) Plans for war-time conscription of industry "should by faced without delay".

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(g) The Export Licensing System:

Administration should be governed by a more positive outlook to discourage export trade, rather than the present negative policy of minimising interference with normal trading activities.

Licenses should be granted only to firms specially authorised by the controlling body to engage in export trade.

Licenses should be restricted to orders by foreign governments, supported by import licenses issued by those governments, which shall state that the goods will not be re-exported.

Open general export licenses for certain classes of armaments should be abolished.

Particularly, all exports of aircraft, whether classified as military or civil, should be rigidly controlled.

Complete cessation of private export trade in surplus and second-hand arms and munitions of war.

UNITED STATES

Existing Peace-time Control

11. Section 2 of Joint Resolution of August 31, 1935, is the permanent peace-time part of the recent "neutrality" legislation (the remaining parts of which now extend only to May 1, 1937). The Joint Resolution of February 29, 1936, strengthens this permanent control

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to the extent that it authorises unlimited appropriations, as against the $25,000 authorised in 1935, to carry out the law.

12. Section 2 provides for -

(a) A National Munitions Control Board, to carry out the law, consisting of -

Secretary of State, "Chairman and Executive Officer",
Secretary of the Treasury,
Secretary of War,
Secretary of the Navy,
Secretary of Commerce,

and administration is vested in the Department of State, except as otherwise provided.

(b) Registration of all manufacturers, exporters or importers of "arms, ammunition, and implements of war", comprising -

A registration fee of $500.00,
good for
A 5-year registration certificate;
No Government purchases from those failing to register.

(c) Export and import licenses required for all specific shipments, inward and outward.

Licenses issued only to registered persons.
The granting of licenses is obligatory, except in cases where exportation would violate a U.S. law or treaty (e.g., the Naval Treaties, or the remaining sections of this "neutrality"

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legislation, or Espionage Act prohibitions designed to protect secret military inventions or processes).

Licenses in certain cases - at present, China, Cuba, Honduras and Nicaragua - to be issued only if supported by the Embassy in Washington of the country in question; the initiative and responsibility for notifying such support to lie with the importing government and the shipper - applicant. (This is under regulations made by the Secretary of State).

(d) Permanent records, open to inspection, to be kept by manufacturers, exporters and importers in a prescribed manner.

(e) An Annual Report by the Board to be published, containing a list of all required to register, full information concerning licenses issued, and other information and data considered of value by the Board.

(f) The Board subject to call by the Chairman, and to hold "at least one meeting a year".

(g) The Secretary of State to promulgate rules and regulations necessary to carry out this law.

(h) The President, upon the Board's recommendation, from time to time, to promulgate lists of articles considered to be "arms, ammunition and implements of war" under this law.

(i) Penalties up to $10,000 or 5 years' imprisonment or both.

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(Note: It is to be noted that so long as "peace" exists technically abroad, there is no prohibition against the export of "arms, ammunition and implements of war". In short, this permanent U.S. Section 2 is not a prohibitive measure, but rather a publicity measure. (It proceeds along the lines of the U.S. draft of an International Convention, which, submitted by the U.S. delegation on November 20, 1934, was taken as a basis for discussion at Geneva by the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War of the general Disarmament Conference). It is only in the event of war abroad that prohibition of export arises. In that event the other section of this "neutrality" or "non-intervention" legislation come into force. Among other prohibitions, they then forbid exports of armaments to all belligerents).

"Neutrality" or "Non-Intervention" Control in case of War Abroad

13. Besides the trade in "arms, ammunition and implements of war" in peace-time - to which the European legislation as well as the permanent U.S. Section 2 summarised above are limited - there is the broader problem of the extent to which a State at peace should insist upon, or encourage the exercise of, the "right" of its citizens to have commercial intercourse with States who are at war. This problem, as is well known, has been somewhat explored in the U.S., and they have already gone some distance with it in the other sections of the "neutrality" legislation of August 31, 1935, and February 29, 1936. (Considering the real nature of the debate, this might perhaps better be called "non-intervention" legislation). These sections now last only until May 1, 1937; but the approaching Congress is expected to renew

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them, and possibly it will widen their scope. As they stand, upon the outbreak of war anywhere, prohibitions against dealings direct or indirect with all belligerents, or against acts likely to commit the U.S. to war-like liabilities, go into effect as follows:

The export of armaments to all belligerents (i.e., the Munitions Board will have to withhold export licenses).

The granting of loans or credits to all belligerents.

U.S. vessels carrying supplies of armaments destined for belligerents.

All vessels, domestic or foreign, supplying belligerent war vessels from U.S. ports.

U.S. citizens travelling on belligerents' merchantmen.

Belligerents' submarines using U.S. ports or waters.

And, even without legislative authority, the U.S. executive isaccustomed to exercise some restraint on activities in other fields by indicating an unwillingness to give diplomatic support to such activities. This particular legislation does not reach the case of civil conflicts; it applies to war between States.

Investigation by Special Senate Committee

(Nye Committee)

14. It is understood the Committee was unanimous that the abuses of private manufacture must be stopped

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"if it is possible to stop them". The majority (Senators Nye, Clark, Pope and Bone) recommend government ownership of certain "primary" munition facilities, including those necessary for making naval vessels, gunpowder, projectiles, guns, gun forgings and armour plate - but not including military aircraft. The minority (Senators George, Vandenberg and Barbour) questioned the practicability of government ownership on three points: (1) its effect on disarmament, (2) its effect on national defence, and (3) its effect on government costs.

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C. 137300

QUESTIONS, ARISING FROM THE ABOVE, FOR CONSIDERATION BY THE CANADIAN GOVERNMENT

15. (a) Whether to set up a licensing system -
for exports - (as in U.K., U.S. et al)?
with specific Licenses - (as in U.S. and U.K.)?
Open General Licenses - (as in U.K., but now condemned)?
for imports - (as in U.S.)?

(b) Whether, as a fixed rule, to license exports only to foreign governments - (as recommended in U.K.) - supported by foreign import license and assurance against re-export - (as recommended in U.K.)?
Or only in the cases of particular countries under executive discretion exercised from time to time - (as in U.S.)?

(Note: Questions of flexibility and inter-Commonwealth transactions enter here).

(c) Whether to make the granting of specific licenses obligatory, unless some specific law or regulation or treaty prohibits the shipment - (as in U.S.)?

(d) Whether to require registration of exporters, importers and manufacturers - (as in U.S. and recommended in U.K.)?

(e) Whether to abolish trade in surplus and second-hand arms and munitions - (as recommended in U.K.)?

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(f) What licensing body for exports or imports or both?

The Department of National Revenue, or some special Customs organisation thereunder, with or without some special representation from the Departments of External Affairs and National Defence?

Or some new body under the presidency of a Minister or otherwise?

(Note: This kind of control has always been exercised here through the Customs Department, and in any case its country-wide machinery would be essential. Whether other Departments should be represented would seem to depend, to some extent at least, on whether the licensing body is to be given a discretion, or is to carry out definite prohibitions laid down by the Governor in Council from time to time.)

(g) Whether new legislation is necessary to set up a licensing system for exports and imports?

(Note: The existing U.K. licensing system is based on legislation which appears to be no more specific than Section 290 and other provisions of our Customs Act; but some legal authorities here would deprecate basing such a system on our existing legislation).

(h) If supervision of manufacture is to be attempted -

What executive body is to be used?

Whether to control profits -

in peace-time - (as recommended in U.K.)?

and plan for war-time control - (as recommended in U.K.)?

Whether to plan for war-time mobilisation and conscription of industry - (as recommended in U.K.)?

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Whether new legislation would be necessary?

(i) Whether to provide for publicity as to licenses, etc., and as to names of exporters, importers and manufacturers - (as in U.S.)?

(Note: Unless definite rules were laid down actually prohibiting exports (e.g., to specific countries from time to time under Section 290 of the Customs Act), or unless the executive licensing body were given discretion to grant or refuse licenses as it saw fit, a licensing system in itself would not amount to a control of the trade. Publicity features, if added, might possibly in some cases have some restraining effect; but it would not mean control. Without such publicity features and without specific prohibitions, a licensing system would simply inform the Government to some extent of what was going on.)

Related Questions

16. There are two questions which, if not directly arising from the foregoing, seem at any rate so related to the others that it may be convenient to consider them at the same time.

17. Foreign Enlistments. Our existing legislation (the British Foreign Enlistment Act, 1870) appears to be out-of-date and inadequate. It appears to cover only inter-State wars and not civil wars (like the Spanish), at any rate so long as the disputants are not recognized as belligerents. Again, while it forbids naval expeditions, it does not get at aircraft. These and other needs disclosed in recent years suggest the need for new legislation.

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18. "Neutrality" or "Non-Intervention" Control in case of War Abroad. The legislation of other countries above considered concerns mainly the peace-time trade in armaments. Questions arising from other situations may be noted.

If Canada and the Comonwealth go to war in self-defence, or decide to impose economic or military "sanctions" against some State or States, special legislative measures would be needed; but they would be taken at the time and need not be considered in the present connection.

But there is the possible contingency of a war between States (or a conflict within a State) breaking out suddenly, in which Canada and the Commonwealth were not engaged, and for which it might appear essential, in both the national and the general interest, to be able quickly to prevent activities of a kind which would in effect constitute intervention or participation in the conflict on one side or the other. For example, the British Government have just announced an intention to bring in legislation to prevent British ships from carrying munitions to Spain.

In the contingency in question there is the further aspect that, should the United States "neutrality" or "non-intervention" legislation (described in paragraph 13 above) go into operation, there might arise such an attempt to use Canada as a field for evasion as to produce a disturbing situation if there were no power to deal with it.

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Legislation to deal with this kind of contingency might take a brief, simple and flexible form, granting powers to the Governor in Council under various broad heads.

Some at least of the ordinary objections to such a delegation would not arise in this case, since the grant to the Governor in Council would be, not to give power to <u>increase</u> the State's liabilities, but rather to <u>limit or reduce</u> them. To make this clear it might be necessary to draft some proviso so that the powers could be used only to prevent activities in Canada or by Canadians calculated to amount to intervention in the particular conflict in question or to increase the chances of Canada's being involved.

As already indicated, such an enabling grant would not be in substitution for, or an alternative to, the kind of powers that would be needed should Canada become engaged in war or in coercive action under the League of Nations Covenant. It would be in contemplation of what, by hypothesis, is an entirely different kind of contingency, and the hypothesis can hardly be said to be an impossible or improbable one.

If, for the contingency of Canada being engaged in war or "sanctions", it is necessary to await the event before asking Parliament for powers, why should powers to deal with this other contingency be sought in advance? On this three considerations may be noted.

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First, for the war or "sanctions" contingency, it is actually a necessity to wait, since there would be in question a possibly vast positive commitment and liability. In this other "neutrality" or "non-intervention" contingency, it is a question of seeking to limit or reduce the country's liability.

Secondly, for neutrality or non-intervention it is important to be able to act at the outset of the conflict abroad, whether inter-State or civil. In that way, the danger of discrimination is avoided. If there is delay, a position may arise where alteration may in effect amount to discrimination against one side or the other.

Thirdly, the Canadian Parliament sits much less continuously than the British Parliament or the United States Congress.

19. If any such legislation were contemplated, it would be for consideration whether one Bill should be introduced covering this problem as well as the other problems treated earlier in these notes (i.e., the trade in armaments and foreign enlistments), or whether the various problems should be covered separately and at different stages.

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C 137306

(Keep this memorandum attached to
memo of L.C. CHRISTIE TO O.D SKELTON, NOV. 25, 1936)
JC.

November 24, 1936.

STATE CONTROL OF EXPORT, IMPORT AND MANUFACTURE OF ARMS AND MUNITIONS

RECENT DEVELOPMENTS ABROAD

1. These notes are based on material recently obtained from the Canadian representatives in London, Washington and Geneva, on League of Nations documents, and on the recent Report of the British Royal Commission on the Private Manufacture of and Trading in Arms.

2. In recent years many arms-producing States have enacted legislation or regulations covering both peace-time export and manufacture. As regards export, the stimulus is said to have been the Disarmament Conference discussions, parliamentary and congressional investigations, and the embargoes in the Chaco, Italian and Spanish cases. The control is generally exercised through a licensing system, as in Great Britain and the United States. The United States legislation covers imports as well. As regards manufacture, the origin is said to lie not so much in international policy as in considerations of public safety, internal peace and order. Under this aspect, the recent French legislation apparently contemplates a more far-reaching State intervention than exists anywhere else outside Russia, Germany, and Italy.

3. Export licensing systems have been adopted, during the past ten years, by Great Britain, United States, Belgium, Czechoslovakia, Denmark, France, Germany, Italy, Japan, Netherlands, Norway, Sweden Switzerland.

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4. Control of manufacture, in more or less degree, by licensing systems or otherwise: Denmark, France, Italy, Japan, Netherlands, Sweden.

5. Brief surveys of the position in Great Britain and the United States will be useful. The other cases seem to offer nothing of special suggestiveness.

GREAT BRITAIN

Existing Peace-time Control

6. Control of Exports by a Licensing System: Exports of certain classes of arms and munitions of war are prohibited except under:

Specific Licenses, i.e., for each specific shipment; or

Open General Licenses, i.e., permitting the export of certain prohibited classes which could not otherwise be exported except under a specific license (It is understood this practice has very recently been suspended or modified because of the Spanish case, notably in the case of aircraft).

The Director, Imports and Exports Licensing Section, Board of Trade, administers this control, all applications being addressed to him.

Legal authority: Various provisions of the Customs and Inland Revenue Act, 1879; the Exportation of Arms

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Act, 1900; and the Finance Act, 1921. The current operative order is The Arms Export Prohibition Order, 1931 (Order in Council of May 19, 1931).

Origin of existing control: Official witnesses before the recent Royal Commission said the present system was a direct outcome of war time prohibitions to prevent war materials reaching the enemy and has been kept in operation mainly to enable Great Britain to play its part under certain treaties and to regulate the international arms traffic with native races, subversive elements and disarmed ex-enemy countries.

7. Control of Manufacture. There appears to be no system of direct control of manufacture in Great Britain. Presumably a formidable power of indirect control arises from the existence of the export licensing system, from the leverage held by the Service Departments as large buyers, and, more recently, from the "mobilisation of industry" aspects of the new defence program.

8. Control of Profits. More detailed information from London is expected shortly. Meanwhile reference may be made to a general statement of the Government's policy on this point given by the Chancellor of the Exchequer in the House of Commons on March 12, 1936. Mr. Chamberlain said:

> "The policy of His Majesty's Government is that, in cases where it is impossible to secure effective competitive tendering, contracts should be settled on the basis of allowing a fair and reasonable profit, having regard to the circumstances of each case, including such factors as the extent of the orders and a reasonable return on the capital

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> "assets directly employed. A standard percentage of profit on the production costs of the goods supplied would be found in practice to lead to indefensible results."

On June 23, 1936, Sir Thomas Inskip stated that fair profits could not be determined by the application of any single criterion. He then went on:

> "The machinery adopted" (for calculating a fair profit) "necessarily varies according to the type of contract. The underlying principle is that, where effective competitive tender is not available, Departments obtain such information as to production costs as will enable a fair price to be determined. This information is normally obtained by such methods as examination of the contractors' books by the Departments' accountants, or by the preparation of technical estimates of cost. On all such questions as this, the Admiralty has the assistance of their Contract Advisory Committee and the Air Ministry of the committee presided over by Sir Hardman Lever, and the establishment of a similar committee is being considered by the War Office."

Five days later, Sir John Simon stated in the House of Commons: "Further measures of control are not in our opinion at present called for".

Report of the Royal Commission on the Private Manufacture of and Trading in Arms

(Cmd. 5292 - October 1936)

9. Basis of Recommendations: Objections to private manufacture and trading could best be removed by limitation of arms by international agreement. Great Britain should not support a universal system of state monopoly. Abolition of this private industry in Great Britain, even if it were practicable, is not desirable in existing conditions because of "the necessities of imperial defence".

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10. Recommendations:

(a) Great Britain should promote international agreement for regulation of the manufacture of and trade in arms. Recent United States proposals to the Disarmament Conference afford a basis to this end.

(b) The Government "should assume complete responsibility for the arms industry in the United Kingdom and should organise and regulate the necessary collaboration between the government and private industry", in order to establish a planning system and ensure rapid emergency expansion, to check prices and prevent profiteering in time of war or emergency.

(c) A Controlling Body for "all matters relating to the supply and manufacture of arms and munitions, costing and the authorisation of orders from abroad",

having executive powers (not merely advisory); and

presided over by a Minister responsible to Parliament.

(d) The Government's own factories "should be fully equipped for the production in some measure of naval, military and air armaments of all types".

(e) Profit control measures in peace-time, not only to prevent excessive profits, but to satisfy the public that they do so, should be taken.

(f) Plans for war-time conscription of industry "should by faced without delay".

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The export of armaments to all belligerents (i.e., the Munitions Board will have to withhold export licenses).

The granting of loans or credits to all belligerents.

U.S. vessels carrying supplies of armaments destined for belligerents.

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Belligerents' submarines using U.S. ports or waters.

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SECRET

O.D. SKELTON

@

C 137317

SECRET

January 21, 1937.

N.300

V. 6(B)-1

CONTROL OF PROFITS

ON

GOVERNMENT ARMAMENT CONTRACTS

REPORT OF INTERDEPARTMENTAL COMMITTEE

1. The Committee, as formed under the Prime Minister's instruction, comprised the following departmental nominees:

Department of External Affairs

O.D. Skelton, Under Secretary of State, Chairman
L.C. Christie
N.A. Robertson

Department of National Defence

Col. L.R. LaFleche, Deputy Minister
Col. R.J. Orde, Judge-Advocate General
Charles Burns, Director of Contracts

Department of National Revenue (Income Tax Division)

C. Fraser Elliott, K.C., Commissioner of Income Tax

Department of Finance

W.C. Clark, Deputy Minister
A.K. Eaton

2. The Committee, after considering the existing procedure here for letting armament contracts, as well as certain confidential information upon the procedure followed in the United Kingdom, beg to report as follows.

3. The reference to the Committee, it is understood, concerns the prevention or control of undue profits rather than the other problem of their taxation when made, and, further, it is immediately concerned with peace-time government contracts under any defence program which may be authorised at the present juncture.

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4. The Committee are aware of the current agitation for what is called the "conscription of industry" in war-time. A motion now on the Order Paper of the House of Commons expresses this view in the sense that legislation should be brought down immediately to provide "that, in the event of another war involving Canada's active participation, every agency, financial, industrial, transportation or natural resources, shall automatically be conscripted for the duration of such a war". The same demand is being pressed in the United States. It is not understood that the Committee are expected to deal with this matter, and no recommendation is offered. But it may be permissible to question whether such a vast project, involving so sudden a change in the community's familiar customs, could be successfully managed and worked for the purposes of the war in question. If this great assumption could be granted, there would then arise the further consideration that while the process might in a sense "take the profits out of war", on the other hand "the duration" of the process might not be so easily predictable: in practical consequence it might possibly leave the country fitted out with all the paraphernalia of the "totalitarian state" and gradually, perhaps insensibly, bring about what would in effect be a new political regime.

5. It is recognised, however, that there is a widespread public insistence that all practicable steps should be taken to prevent excessive profits being gained from any program looking to the defence of Canada. The task of formulating specific methods to this end presents considerable technical difficulties.

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6. One proposal that has been frequently canvassed in inquiries abroad in recent years would place the manufacture of arms entirely in the hands of the state, this being urged as a means to prevent war as well as to prevent profits. The Committee are unable to support such a proposal as being practicable under present conditions in Canada. (It may be noted here that the recent British Royal Commission reported against such a state monopoly for Great Britain under present conditions there). Whether, putting aside the idea of a complete state monopoly, there might be a case for some moderate extension of present government arsenals - in order to produce, for example, a certain limited selection of articles, for which the Government would be the only purchaser and might need a continuous supply and for which no private manufacturing equipment now exists in Canada - is a matter which the Government might wish to consider as a matter of policy.

7. The Committee considered whether new legislation to control private profits might be attempted at this juncture, but they feel unable to suggest any specific legislative measures, prohibitory or regulatory, which could be regarded as workable or effective. The purchases and expenditures comprised in a defence program stretch over such a great variety of practical conditions - varying from the one extreme where the goods needed are ordinary articles of commerce purchasable in an open competitive market to the other extreme where they have to be specially designed and made by means of new capital plant and the Government is the only purchaser - that it is considered impossible to generalise a rule or rules of conduct in statutory form.

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The range of articles needed for the forces is so wide that to attempt such legislation would amount to an attempt to regulate the profits of a great part of the ordinary industry of the country.

8. The problem appears to be essentially an administrative one. The control of profits and prevention of excesses can, it is believed, be most effectively sought by means of appropriate administrative practice on the part of the Departments responsible for the placing of the government contracts and orders involved in the defence program. This may involve a classification of the kinds of article and work involved and a careful study of the financial provisions to be incorporated respectively in the various types of contracts. For the ordinary article of commerce where a real competitive market exists, the practice long pursued of calling for competitive tenders appears to afford an effective safeguard against undue profits, and the Committee are informed that contracts of this category will necessarily cover a very considerable portion of any defence program. For special articles or work, where the Government will be the only or the main purchaser, other methods are required. In the one or two contracts of this type which have recently been placed the Department of National Defence have taken special steps to guard against unreasonable profits arising. The prices quoted have been checked against the prices paid by the United Kingdom Government for similar articles. It is stipulated that, should the contractor within six months give a better price to another purchaser, the price to the Government shall be reduced accordingly; and, again, that

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where the purchase price on one order covers the cost of capital manufacturing equipment, the purchase price on subsequent orders filled by means of that equipment shall be reduced accordingly.

9. If the problem is an administrative one, the question arises whether any useful suggestions can be made in the field of administration. As already seen, the Committee do not believe that any single hard and fast rule can be laid down to meet the widely varying circumstances of so many different cases. At the same time, it is reasonable to assume that by careful study certain useful financial principles and safeguards might be evolved for each type of contract that may arise. The present Committee are not especially equipped for such a task.

10. In these circumstances it is suggested for consideration that there be instituted a standing Inter-departmental Financial Committee to assist the officials charged with the placing of contracts under the defence program, the Committee to be representative of the contracting Departments and the Departments of Finance and National Revenue (Income Tax Division) and others if considered desirable. Such a Committee might study and classify the requirements of the defence program from the financial point of view and formulate or advise upon the financial principles or safeguards to be observed in placing contracts of various types and as to rules of procedure. It might also be available for consultation upon the financial aspects of any unusual specific cases or conditions arising from time to time. It would be limited to this function of

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assisting in the prevention of undue profits; that is to say, it would not be concerned with other aspects of the defence program.

11. In this connection, the Committee submit, as an Annex hereto, an interesting proposal prepared by the Commissioner of Income Tax and recommend that, should a standing Committee of the nature suggested in paragraph 10 be appointed, this proposal be submitted to that Committee for immediate consideration. Two other points upon which some discussion was held might also be considered by such a Committee: (1) the insertion, in all contracts not awarded through effective competitive tendering, of a stipulation granting to government inspectors or auditors complete access to the contractor's books and records; (2) the extent to which costing principles established in government arsenals or factories might be effective in facilitating the control of the costs and profits of private contractors.

12. The Committee believe it important not only to insure that contractors will be limited to reasonable profits but also to satisfy the public that safeguards in this sense are being provided. It is therefore suggested that on some appropriate occasion the House of Commons be informed in this regard in such detail as may be considered practicable.

13. As regards one aspect of the situation that might arise in war-time, the Commissioner of Income Tax undertook to examine the system of excess profits tax which prevailed in connection with the war of 1914-18 and to consider what changes might be advisable. It may be noted that the

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legislation used then (The Business Profits War Tax Act) is still on the statute books in suspense, only the section prescribing the rates of taxation having been repealed.

(O.D. SKELTON)

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S E C R E T

ANNEX

MEMORANDUM BY THE COMMISSIONER OF INCOME TAX

GOVERNMENT ARMAMENT CONTRACTS

As requested by the Committee some comments are made arising out of the experiences had in the administration of the Business Profits War Tax Act.

This Act was applicable to the profits of the years 1915 to 1920 inclusive and applies not only to companies that undertook and executed war contracts but to all general business activities, whether they had or had not war contracts out of which to make a profit.

An analysis of the statute as such is not intended and perhaps is not expected, although enough should be said to be a reminder of its import and effect.

The Act was designed to return to the Government some of the profits which might be said to be excess. The excess was measured substantially in regard to the capital employed, as a short reference to its terms will indicate.

The rates of tax were high and many expediencies were resorted to, and many interesting claims were put forward, with a view to minimizing the profit subject to tax. By reason of these schemes and representations certain administrative experiences were had which might be useful if mentioned at this time.

It will be suggested that repetition of these experiences and the necessity of a future tax measure might be avoided if some of the following suggestions could be incorporated or effectively dealt with as between the Crown and the subject at the time of making Government contracts

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from which profit is to be derived.

The essentials of the Business Profits War Tax Act were as follows:-

A tax was imposed on all profits arising in the accounting period;

Profits of 7% on the capital were exempt from tax;

Profits of 8% (above 7%) on the capital - tax 25% thereof;

Profits of 5% (above 15%) on the capital - tax 50% thereof;

Profits above 20% on capital - tax 75% thereof.

The War tax measure was in force from 1915 to 1920 inclusive. Of the six years, the above rates were in force during three years, 1917, 1918 and 1919. For the two years prior and the year 1920 the rates were slightly lower.

The tax rates were drastic and every expedience was resorted to in the course of the six years to reduce profits by absorbing extraordinary charges and claims of all kinds under the heading of expense or claiming the proceeds of sales of certain assets as a return of capital to the shareholders. Revaluation of assets by appraisals and by book entries, together with values of goodwill, patents and other intangible assets and consequent claims for depreciation of such over-valued assets, were resorted to and claimed both for the purpose of increasing capital allowances and reduction of profits.

Arising out of these experiences it is indicated that caution should be exercised in considering the following matters:

1. The amount of capital to be employed. (This gave perhaps as much trouble as any problem, by way of

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capital reorganizations, sales from one company to another as a going concern, the issuing of share capital for patent rights and for the assignment of executed contracts.)

2. That the share capital be not inflated by goodwill and other intangible values. That is, make certain that the value behind the share is cash or an asset having real value, paid for in cash or kind of equivalent value.

3. The determination of the fair value of all assets existing at the time the tax measure began, which were used in connection with the business; which now mean at the time the contract is entered into.

4. The amount of depreciation afforded, realizing that many depreciable assets of such businesses were acquired for a rapidly expanding purpose, which just as rapidly came to a close.

5. Salaries paid to executives and shareholders. As the peak rate of tax was 75%, every dollar charged to profits meant a saving of 75¢. The inducement was therefore strong to pay high salaries and make divers claims in many directions, and perhaps to employ more persons, closely related to the executives, than was essential for the needs of the business.

6. For munition contract purposes, the first accounting period of continuing companies should be considered. The opening should be related as closely as may be to the commencement of the Government contract and such accounting records should be segregated as far as possible from the usual business records.

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The foregoing is only indicative of the many difficulties experienced. Having them in mind and to forestall their repetition as much as possible it is perhaps desirable to consider the following possible actions concerning munition contracts about to be entered into in peace time.

This suggestion is made rather than develop too extensively the incidents of the past war measure. Therefore -

1. Let the capital to be invested by the contractor be predetermined, certified by recognized authorities, and approved by Government officials before or at the time the contracts are made. Thus inflation of capital assets, goodwill, intangibles, and other undesirable tendencies after the contract has been given might be avoided, and also there might be avoided an unfair and excessive profit based on inflated values.

2. Let the conversion value of the presently owned premises or the added equipment necessarily involved for the completion of such peacetime munition contracts be first approved by Government officials, the cost of the building to be suitably depreciated and the cost of the equipment to be written off over the life of the contract on a defined basis, which might be the proportion that the work completed during the accounting period bears to the total volume of the contract. Like action to be taken as further contracts are given and more plant is required.

3. Let separate accounting records be maintained by contractors, covering munition contracts of every kind and in respect of such accounting and in order to minimize

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possible confusion, let the portion of the ordinarily established and functioning capital of any business be predetermined and eliminated so that the capital actually used to complete the contract might thus be segregated for accounting purposes.

4. Let the land and buildings remain in the name and custody of the contractor and at the end of the contract cause a complete inventory to be made showing the original cost, the depreciation allowed and the then residual value.

5. Let the return on invested capital be limited to say 10% of the capital employed per annum. The capital to be determined as stated above. Such share of the profits to be exempt from corporation income tax but be liable to taxation on payment out to individuals or other corporations when paid by way of dividends. All net profits in excess of the foregoing to be returned to the Government.

6. Let there be a final bonus of say 3% on the average capital employed throughout all years (i.e., not a bonus of 3% for each year but 3% on the average capital employed throughout the duration of the contract) provided all contracts were satisfactorily performed within the time limit provided, together with absolute satisfaction of the product turned out, as shown by inspection of the product by full time Government officials, probably officials of the Department of National Defence.

7. Let there be a clause in the contract granting to the Government an option to purchase the tangible assets at the then residual value, plus municipal taxes and insurance paid since the cessation of the contracts,

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such option to be for a term of three years from the completion of the contract, provided a sale is not effected in the meantime in accordance with the provisions of the next succeeding paragraph.

If the Government option is not exercised then the contractor or the Government may, during the term of the option, effect a sale of the assets at a price to be approved by Government officials and the contractor shall be entitled to recover out of the proceeds of such sale a selling commission of say 15%, together with reimbursement for municipal taxes and insurance premiums paid by him since the cessation of the contract.

If a sale is not effected within the said three years or if the Government fails to exercise the option then the assets shall revert to the Crown upon payment to the contractor of the balance of the determined capital invested by the contractor, calculated as being the difference between the cost of the assets, less depreciation allowed as a charge to profits. The price so determined shall be added to by municipal taxes and insurance premiums paid by the contractor up to the date of sale or acquisition by the Crown.

8. Let there be control of salaries to be paid executives, particularly owners and shareholders, and with a possible limit of wages paid to other employees, and likewise control of the number of executives and employees.

9. Let sub-contracts be entered into only on approval of Government officials and on terms and conditions analogous to the main contract. The prices to be paid for supplies, etc., to sub-contractors also to be approved by

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Government officials. The profit to each contractor or sub-contractor should not exceed 10% on the capital that each employs, with a possible added percentage to the principal contractor for his larger risk, of say 3-1/3% of the excess over 10% of the capital employed by the sub-contractor and returned to the Government, depending upon circumstances in each case.

10. Let the foregoing be the initial procedure and if it is found that the precentages are not attractive enough to induce contractors to do business, the percentages might be appropriately increased, or if it should be found after negotiation that contractors will do business at a lesser percentage, let the percentages be decreased.

It is all a matter of negotiation under the circumstances pertaining to each contractor.

To summarize the foregoing suggestions -

The contractor to receive, -

Costs and Returns of Capital

(1) Cost of raw material, supplies, wages, usual manufacturing and operating charges with certain safeguards as to salaries and control of prices paid to sub-contractors.

(2) Cost of conversion of premises for purposes of contract and equipment used, to be spread over the life of the contract.

(3) Depreciation on buildings (not land) at usual rates.

(4) The balance of capital employed to be returned through the sale of the buildings to private parties or if acquired by the Government in accordance with Section 7 of this memorandum.

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Contractor's Profit.	(5)	10% on predetermined capital employed in executing the contract.
	(6)	3% bonus in accordance with Section 6 of this memorandum.
	(7)	3-1/3% on sub-contracts in accordance with Section 9 of this memorandum.
Government's Share	(8)	All profits in excess of 5, 6 and 7 above.

Ultimate disposal of assets and return of balance of capital employed is provided for in Section 7 of this memorandum.

(SGD) C. F. ELLIOTT

Commissioner of Income Tax.

OTTAWA, 21st January, 1937.

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(Keep attached to memo of O.D. Skelton, Jan 21, 1937 on same subject)

SECRET

January 19, 1937.

Not final

C 137332

CONTROL OF PROFITS

ON

GOVERNMENT ARMAMENT CONTRACTS

REPORT OF INTERDEPARTMENTAL COMMITTEE

1. The Committee, as formed under the Prime Minister's instruction, comprised the following departmental nominees:

Department of External Affairs

O.D. Skelton, Under Secretary of State, Chairman
L.C. Christie
N.A. Robertson

Department of National Defence

Col. L. R. LaFleche, Deputy Minister
Col. R. J. Orde, Judge-Advocate General
Charles Burns, Director of Contracts

Department of National Revenue (Income Tax Division)

C. Fraser Elliott, K.C., Commissioner of Income Tax

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W. C. Clark, Deputy Minister
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4. The Committee are aware of the current agitation for what is called the "conscription of industry" in war-time. A motion now on the Order Paper of the House of Commons expresses this view in the sense that legislation should be brought down immediately to provide "that, in the event of another war involving Canada's active participation, every agency, financial, industrial, transportation or natural resources, shall automatically be conscripted for the duration of such a war". The same demand is being pressed in the United States. It is not understood that the Committee are expected to deal with this matter, and no recommendation is offered. But it may be permissible to question whether such a vast project, involving so sudden a change in the community's familiar customs, could be successfully managed and worked for the purposes of the war in question. If this great assumption could be granted, there would then arise the further consideration that while the process might in a sense "take the profits out of war", on the other hand the "duration" of the process might not be so easily predictable: in practical consequence it might possibly leave the country fitted out with all the paraphernalia of the "totalitarian state" and gradually, perhaps insensible, bring about what would in effect be a new political regime.

5. It is recognised, however, that there is a widespread public insistence that all practicable steps should be taken to prevent excessive profits being gained from any program looking to the defence of Canada. The task of formulating specific methods to this end presents considerable technical difficulties.

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6. One proposal that has been frequently canvassed in inquiries abroad in recent years would place the manufacture of arms entirely in the hands of the state, this being urged as a means to prevent war as well as to prefent profits. The Committee are unable to support such a proposal as being practicable under present conditions in Canada. (It may be noted here that the recent British Royal Commission reported against such a state monopoly for Great Britain under present conditions there). Whether, putting aside the idea of a complete state monopoly, there might be a case for some moderate extension of present government arsenals - in order to produce, for example, a certain limited selection of articles, for which the Government would be the only purchaser and might need a continuous supply and for which no private manufacturing equipment now exists in Canada - is a matter which the Government might wish to consider as a matter of policy.

7. The Committee considered whether new legislation to control private profits might be attempted at this juncture, but they feel unable to suggest any specific measures, prohibitory or regulatory, which could be regarded as workable or effective. The purchases and expenditures comprised in a defence program stretch over such a great variety of practical conditions - varying from the one extreme where the goods needed are ordinary articles of commerce purchasable in an open competitive market to the other extreme where they have to be specially designed and made by means of new capital plant and the Government is the only purchaser - that it is considered impossible to generalise a rule or rules of conduct in statutory form. The range of articles needed for the forces is so wide that to attempt

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such legislation would amount to an attempt to regulate the profits of a great part of the ordinary industry of the country.

8. The problem appears to be essentially an administrative one. The control of profits and prevention of excesses can, it is believed, be most effectively sought by means of appropriate administrative practice on the part of the Departments responsible for the placing of the government contracts and orders involved in the defence program. This may involve a classification of the kinds of article and work involved and a careful study of the financial provisions to be incorporated respectively in the various types of contracts. For the ordinary article of commerce where a real competitive market exists, the practice long pursued of calling for competitive tenders appears to afford an effective safeguard against undue profits, and the Committee are informed that contracts of this category will necessarily cover a very considerable portion of any defence program. For special articles or work, where the Government will be the only or the main purchaser, other methods are required. In the one or two contracts of this type which have recently been placed the Department of National Defence have taken special steps to guard against unreasonable profits arising. The prices quoted have been checked against the prices paid by the United Kingdom Government for similar articles. It is stipulated that, should the contractor within six months give a better price to another purchaser, the price to the Government shall be reduced accordingly; and, again, that where the purchase price on one order covers the cost of capital manufacturing equipment, the purchase price on subsequent orders filled by means of that equipment shall be reduced accordingly.

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9. If the problem is an administrative one, the question arises whether any useful suggestions can be made in the field of administration. As already seen, the Committee do not believe that any single hard and fast rule can be laid down to meet the widely varying circumstances of so many different cases. At the same time, it is reasonable to assume that by careful study certain useful financial principles and safeguards might be evolved for each type of contract that may arise. The present Committee are not especially equipped for such a task.

10. In these circumstances it is suggested for consideration that there be instituted a standing Inter-departmental Financial Committee to assist the officials charged with the placing of contracts under the defence program, the Committee to be representative of the contracting Departments and the Departments of Finance and National Revenue (Income Tax Division) and others if considered desirable. Such a Committee might study and classify the requirements of the defence program from the financial point of view and formulate or advise upon the financial principles or safeguards to be observed in placing contracts of various types and as to rules of procedure. It might also be available for consultation upon the financial aspects of any unusual specific cases or conditions arising from time to time. It would be limited to this function of assisting in the prevention of undue profits; that is to say, it would not be concerned with other aspects of the defence program.

11. In this connection, the Committee submit, as an Annex hereto, an interesting proposal prepared by the (not attached)

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Commissioner of Income Tax and recommend that, should a standing Committee of the nature suggested in paragraph 10 be appointed, this proposal be submitted to that Committee for immediate consideration. Two other points upon which some discussion was held might also be considered by such a Committee: (1) the insertion, in all contracts not awarded through effective competitive tendering, of a stipulation granting to government inspectors or auditors complete access to the contractor's books and records; (2) the extent to which costing principles established in governmentaarsenals or factories might be effective in facilitating the control of the costs and profits of private contractors.

12. The Committee believe it important not only to insure that contractors will be limited to reasonable profits but also to satisfy the public that safeguards in this sense are being provided. It is therefore suggested that on some appropriate occasion the House of Commons be informed in this regard in such detail as may be considered practicable.

13. As regards one aspect of the situation that might arise in war-time, the Commissioner of Income Tax undertook to examine the system of excess profits tax which prevailed in connection with the war of 1914-18 and to consider what changes might be advisable.

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L.R. LAFLÈCHE

✓ Armaments
✓ Dept of Nat'l. Defence
✓ WWII - Justice

C 137338

January 24, 1937.

BRIEF NOTES ON THE PRODUCTION AND SUPPLY OF GOODS, ARMAMENTS, MUNITIONS AND ARTICLES OF ALL KINDS WHICH MIGHT BE REQUIRED BY CANADIAN DEFENCE FORCES,
with
REMARKS CONCERNING THE PREVENTION OR REMISSION OF EXCESSIVE PROFITS

It is obvious that defence forces must be equipped and, without interruption, supplied with quantities of a vast number of different articles and goods. This is all important. The initial steps to be taken in this direction are:-

(a) to ascertain what would be required in an emergency.

(b) to make certain that all requirements would be available when needed - under all possible conditions.

Domestic sources of supply are to be desired above all. It is also desirable that Dominion Arsenals fill the Department's wants insofar as possible. This is being done.

The 1937-38 estimates contain the sum of $1,165,000.00 for the programme of the Dominion Arsenal, Quebec. There is also an item of $80,000.00 for the completion of the Filling Group at the Arsenal, Valcartier. However, extremely heavy capital expenditures would have to be made, and a long time elapse, before production of new lines could commence should the Dominion Arsenals only be considered suitable sources of supply. There are other strong reasons against relying solely upon Governmental production of armaments and munitions - the greatest being that in time of emergency our arsenals, even if enlarged considerably, could not produce more than a mere portion of total requirements. Such is the opinion in regard to the United Kingdom of a Royal Commission which studied the situation there, and of a Senate Committee which studied the requirements of the United States. It is understood that both Governments concerned will have to depend largely upon private industry for Naval, Army and Air Force equipment and supplies.

The 1937-1938 estimates of the Department of National Defence, although they do not cover the entire field do offer a very good illustration of this particular problem. They provide for many articles which have not, as yet, been made in this country or, in some cases, not since the Great War. It is well, at this point, to differentiate between:-

(a) supplies, such as necessaries of life (for instance: food, oils, drugs, clothing, etc., etc.) used by both the civilian population and defence forces.

(b) supplies (for instance: armaments, munitions, certain types of aircraft, etc., etc.) peculiar to defence forces.

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The supplies first mentioned (in "a") being articles or commodities of common commerce, may be disregarded for present purposes. They could be purchased readily in the open market and competition would ordinarily determine what would be fair and reasonable prices. Exceptions would demand special attention and, perhaps, special action. Nevertheless, it must be remembered that Canada does not produce everything consumed or used within her borders and that some goods must be imported. It is realized that there would be shortages of some commodities if there were a long struggle and, for one cause or another, external trade were disorganized.

The situation is different in regard to:-

"(b) supplies (for instance: armaments, munitions, certain types of aircraft, etc., etc.) peculiar to defence forces."

These are not articles of common commerce. Only armed forces require them. If not produced in Dominion Arsenals, supplies must be obtained from domestic private industry unless the risk is accepted of relying upon sources other than Canadian even in war time. A recent survey of orders placed by the Department of National Defence in Great Britain disclosed that the average period between placing the orders and receiving the goods in this country was twenty-four months. In greater emergency this average period would probably be increased. At any rate, Canada's position would be strengthened were there domestic sources of supply which manufactured more of the articles which at present must be obtained elsewhere. Some outstanding points of interest in regard to obtaining such supplies in Canada are:

(a) When prices paid private firms cannot be determined by fair competition. This includes the prevention or enforced remission of what might be considered to be excessive profits on the sale to the Government of Canada of articles the fair price of which could not be established by competition. The audit of books and records of firms holding contracts for such articles. The control of sub-contractors. Special machinery, say an Inter-departmental Committee could be set up for this purpose and by comparing quotations with Arsenal costs of production assist the Department in arriving at the price to be paid the firm;

(b) Extension of existing Dominion Arsenals but without vast expenditures on new buildings, machinery, facilities and personnel, and without creating heavy future responsibilities attendant upon the establishment of new communities.

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(c) The use of suitable buildings and machinery now empty and idle, or partly so, whether privately owned or not:

(d) Proper distribution of such effort throughout the country, bearing in mind possible needless duplication and discouraging overcapitalization, extravagant management and operation of plants working under contract with the Department;

(e)
(e) Control of all productive facilities if required and of all deliveries. Section 290 of the Customs Act might prove effective in this connection and possibly sufficient if it were desired to control the export of armaments and munitions;

(f) Closest possible co-ordination between the Dominion Arsenals and private industry in regard to the production of munitions.

The Estimates provide for the acquisition of a number of articles which are "peculiar to the Defence Forces" and which might be dealt with in accordance with the next preceding paragraph. They are not made in Canada or there are no plants in this country fitted and fully prepared to produce these articles in part or completely as the case might be. Generally speaking, Canadian industry is capable of adapting itself and to fill any order. The obstacle is that there is no market in normal times. Where it will be found inadvisable to extend the Arsenals the solution in some cases will be found in arranging at no prohibitive outlay for so-called "stand-by" plants which, in effect, would be auxiliaries of the Arsenal and under the Superintendent's constant scrutiny. They would serve as "model" factories as does the Arsenal at the present time. The principal items under this category are shown and briefly explained under the following headings:

	"A" Could be produced in Canada provided reasonable capital outlay were made on plant, etc.	"B" Could not be made in Canada without very heavy capital outlay were made. In some cases this would be prohibitive

NAVAL SERVICE

Torpedoes, guns and mountings, fire control instruments, special stores boom defence fittings, W/T equipment (Estimated)	$	230,000.

The above are intricate, special facilities and trained personnel are required to manufacture them; no large quantities needed by Canada. Purchased from the Admiralty.

Ammunition, anti-gas equipment, special clothing. Now purchased from Admiralty. Attention is being given to their production in Canada. $150,000.

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	"A"	"B"
Refitting Destroyer "Crusader" in English dockyard. This could be done in Canada were the ship on this side of the Atlantic.	$ 56,000	
MILITIA		
Anti-gas respirators. To be purchased in England but others will be made in Canada (estimate)	50,000	
Shell		
6"	117,000	
9.2"	320,000	
Fuzes, various	55,000	
Anti-Aircraft Search-lights, mobile	75,000	
Light tanks	160,000	
Anti-tank rifles	8,000	
Re-lining 9.2" guns		$ 26,000
Mortars, 3"	57,000	
Technical stores for mobile batteries		91,000
Guns, machines, Vickers		24,000
2pr. anti-tank guns	165,000	
3 light tanks	60,000	
anti-aircraft artillery		175,000
6"coast defence equipment		300,000
Bren light machine gun	750,000	

The next preceding five items are shown as requirements at a cost of approximately $3,000.00. However, only $1,500,000. is included in the Estimates. Therefore, only one-half of cost is shown hereon - to balance with the Estimate book; it is known that $3,000,000. could not be spent for these articles in the next twelve months which explains why the amount was cut in two.

R.C.A.F.		
Bombs & ammunition	200,000	
Aircraft - fighters	418,000	
coastal reconnaissance (prog)	400,000	
torpedo bombers (progress)	425,000	
Avros, 626	225,000	
Fighter trainers	70,000	
Aero engines	255,000	
Armament for N.P. Squadrons		28,000

It is believed that what has now been outlined in brief detail is fair, constructive and practicable. That if such policy were followed initiative would not be destroyed though abuses would be anticipated. This would "take profits out of war" in proper manner thereby satisfying legitimate public opinion.

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O. D. SKELTON

MEMORANDUM C 137342

Department of External Affairs

Ottawa, Feb 11/1937

PRIME MINISTER

Copies are available for the Ministers & can be sent to their secretaries at once.

O.D.S.

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List → O.D. SKELTON
C137343 to WLMK
Report
3 annexes.

SECRET

SECRET

February 10th, 1937.

COPY NO. 1

EXPORTATION AND IMPORTATION OF ARMS AND MUNITIONS

REPORT OF INTERDEPARTMENTAL COMMITTEE

1. The Committee, as formed under the Prime Minister's instruction, comprised the following departmental nominees:

Department of External Affairs:

O. D. Skelton, Chairman
J. E. Read
L. C. Christie
N. A. Robertson

Department of National Defence:

Colonel R. J. Orde
Commander G. C. Jones, R.C.N.
Lieut.-Colonel M. A. Pope

Department of National Revenue (Customs Division):

P. L. Young
H. R. Munroe

Meetings were held on January 7th, 15th and 16th, and February 6th, 1937.

2. The Committee, it is understood, were expected to examine the existing legislative and administrative position in Canada respecting the export and import trade in arms in its international aspect. More particularly, their reference is concerned with the situation when Canada is at peace, it being assumed that if Canada were at war this trade would be made the subject of special war measures.

3. The Committee considered the latest proposals drafted by the Arms Trade Committee of the Disarmament Conference under the auspices of the League of Nations at

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Geneva in 1935 and the recent Report of the United Kingdom Royal Commission on the Private Manufacture of and Trading in Arms (Cmd. 5292-October 1936), as well as the legislative and administrative position in other countries.(1)

4. In recent years many States have enacted legislation and regulations respecting peace-time exports. This action is said to have been stimulated by the Disarmament Conference discussions, by various investigations by legislative bodies, and by the embargoes in the Chaco, Italian and Spanish cases. The usual practice is to set up an arms export permit or licensing system. This device has been adopted in the United Kingdom, United States, Belgium, Czechoslovakia, Denmark, France, Germany, Italy, Netherlands, Norway, Sweden, Switzerland, Japan. The United States have extended the practice to arms imports as well, this being in accordance with the Geneva Committee proposals. It would appear that other countries have adopted this extension, but definite information is lacking.

5. The existing legislation in Canada is to be found in Sections 290 and 122 of the Customs Act. Section 290 authorises the Governor in Council simply to prohibit from time to time certain exportations. It reads as follows:

---

(1) See Memorandum of November 24th, 1936, on State Control of Export, Import and Manufacture of Arms and Munitions. (Copy appended hereto).

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"290. The Governor in Council may, from time to time, prohibit the exportation or the carrying coastwise or by inland navigation, of arms, ammunition and gunpowder, military and naval stores, and any articles which the Governor in Council deems capable of being converted into or made useful in increasing the quantity of military or naval stores, provisions or any sort of victual which may be used as food by man."

For importations, Section 122 provides that -

"122. Fire-arms and munitions of war shall not be imported unless upon application to, and permission given by, the Minister."

6. There is no general export prohibition in effect in Canada at present and no export permit or license provision of general scope. An Order in Council in existence since 1900 prohibits exportations to China of the arms and munitions (but not the food) described in Section 290. An Order in Council of 1934 prohibits exportations to Bolivia and Paraguay of arms, war materials, aircraft, aircraft engines and spare parts, and munitions. An Order in Council of 1920 (modified in 1924) prohibits, except under license, the exportation to certain African and Near Eastern areas of arms and ammunition; this being to facilitate an arrangement under the Protocol to the Convention for the Trade in Arms and Ammunition of 1919, whereby certain Governments undertook to control importations into such areas.

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7. The Committee consider that it would be useful in present conditions to provide for an arms export and import permit system of general scope along the lines suggested by the Geneva Committee and now in effect in various other countries. The question arose whether this could be done adequately under existing legislation, or whether new legislation would be advisable.

8. In considering this question it is necessary to indicate the scope and intention of the Geneva Committee proposals, and, in the light of this modern development, to consider the scope and intention of our existing legislation. The Geneva proposals look primarily to the progressive acquisition of information concerning the extent and nature of the international arms trade and they suggest the setting up of machinery by each Government to that end. Secondarily, they contemplate that such machinery, if set up for purposes of getting information, might also afford the Government a convenient instrument for carrying out a prohibitory or restrictive policy affecting a particular country or area, if such a policy should at any time be adopted by the Government because of a special international situation. Accordingly, the Geneva proposals contemplate that each Government should have or obtain powers to institute arms export and import permit systems of general scope which could be available for one or more or all of several distinct and independent purposes:

(a) Simply to enable each Government to acquire information regarding this international trade at all times (irrespective of any temporary prohibition, restriction or

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control affecting any particular area which the Government might impose at any time.)

(b) To enable Governments to exchange and compare information as regards exports and imports, if deemed advisable.

(c) To provide for publicity, nationally or internationally, if and when the Government should consider this advisable.

(d) To provide convenient machinery to facilitate the carrying out effectively an actual export prohibition, restriction or control affecting a particular foreign country or area, if at any time the Government should decide upon such action.

9. Whether the scope and intention of Sections 290 and 122 could or should be regarded as covering all these purposes is for consideration. The Sections are of long standing. It seems probable, from their language and origin, that their intention was rather to protect internal necessities than to provide an instrument of external policy in the sense of the modern developments noted in the preceding paragraph and the earlier parts of this Report.

10. In these circumstances, it may be useful to submit for consideration two alternatives, one involving new legislation to amend the existing Sections, to be followed by regulations by the Governor in Council under the new legislation when enacted; the other involving regulations by the Governor in Council under the existing Sections.

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11. First Alternative: Amendment of Sections 290 and 122 to be followed by Order or Orders in Council. This alternative appears to present the more satisfactory and adequate course. To facilitate its consideration there is submitted, as Annex A hereto, a preliminary draft of a new Section of the Customs Act to replace Sections 290 and 122. For illustration, in Annex B hereto, a draft Order in Council (dealing only with exportation) is submitted, to be based on the new legislation.

12. Certain features of the draft legislation, so far as exports and imports are concerned, may be noted.

(a) It provides explicitly - in its sub-paragraph (a) - for the institution of a permit system, and for the different purposes for which such a system might be used (i.e., simply for the purpose of acquiring information, or independently for prohibitory, restrictive or control purposes).

(b) It provides - in its sub-paragraph (b) - for the clarification and modernisation of the somewhat archaic definitions used in the existing Section 290 so as to cover the terminology now current at Geneva and in other countries. It also clarifies the position as regards the distinctions between prohibition, restriction and control, between direct and indirect exportations, and between exportations generally and those to some particular country or countries.

(c) As regards imports, it assimilates - in its sub-paragraph (c) - the definition of arms and munitions and

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the scheme generally to the definition and scheme for the case of exports as proposed in sub-paragraph (b) of the draft.

(d) It provides for the laying down of special regulations, conditions and exceptions necessary for the effective carrying out of the intention, including regulations for such possibly important matters as re-exportations, transit shipments and trans-shipments, and the prevention of evasions.

13. Second Alternative: Order in Council under the existing Section 290 of the Customs Act. It was noted that in the United Kingdom, under legislation similar to Section 290, a licensing system of general scope has been instituted by the Arms Export Prohibition Order, 1931. It is for consideration whether a similar Order in Council would be satisfactory and adequate here. On analogy to the United Kingdom Order, such a Canadian Order would, in its main operative clause, read as follows:

> "(1) The exportation from Canada of the articles enumerated and described in the Annex hereto is hereby prohibited;
>
> PROVIDED always, and it is hereby declared, that this Order shall not apply to any exportation which shall be expressly permitted by a license given by, or under the authority of, the Minister of National Revenue, and in accordance with the conditions (if any) of such license."

The remainder of such an Order might then follow the lines of the draft Order set out in Annex B hereto.

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14. While Section 290 at present grants expressly only a simple power to prohibit exports and does not mention licensing, it is understood to be the view of the Department of Justice that an Order similar to the United Kingdom Order would be permissible. Whether a permit system simply for purposes of acquiring information could be regarded as justifiable under the existing Section 290 is not clear. To use the Section in this sense appears to involve a certain straining and awkwardness. And there would remain certain doubts indicated in paragraph 12 above. So far as the United Kingdom position may be considered relevant, it seems possible, in view of the recent Royal Commission's Report, that the old legislation and Order may be reconsidered. As already indicated, the Committee would regard the introduction of new legislation as the more satisfactory alternative, if the Government should consider it advantageous to be in a position to act in the sense of the Geneva Committee proposals.

15. If an export permit system of general scope were to be set up under either alternative, there would arise an important question as to what authority should exercise the discretion or power of determining the conditions under which permits should be granted or refused, Presumably it would be the intention that such a discretion or power - which might in important degree affect both the country's external relations and the interests of important industries inside the country - should be exercised by the Governor in Council, rather than simply departmentally. If, as a matter of policy, a permit system should be instituted simply for the purpose, at

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the outset, of acquiring information, the kind of information required would be prescribed by the Governor in Council; thereupon any applicant furnishing the required information would be entitled to a permit for the particular shipment in question. If, because of special international circumstances at any time, there should arise the question whether exports should be allowed to go to some particular country or area, it is assumed that that question would be one of policy, and that any prohibition or restriction or control, if considered necessary, would be prescribed by special regulation by the Governor in Council. Failing such special regulation permits would continue to issue. This position seems important both from the point of view of the departments concerned and from that of the public, who are entitled to a clear definition of the legal position at any time.

16. An example exists at the moment in the case of the Spanish situation. Whether particular shipments to Spain should be prohibited or restricted is a matter for the decision of the Government as a part of its external policy, and the Committee do not understand this question to be any part of their reference. But if the Government should decide to set up a permit system in the sense discussed above, they might wish to consider at the same time the particular Spanish question. If so and if, for example, a prohibitory policy should be adopted, it would be necessary to make a special prohibitory regulation, either in the general Order in Council establishing the permit system, or in a separate Order (though a special separate Order would seem

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preferable). If that were done, the Department would then be barred from issuing permits for arms exports to Spain.

17. If an actual prohibition or restriction upon exports to some particular country or area were duly prescribed, there might arise attempted evasions. Munitions exporters might apply for permits to export to non-prohibited areas, but the real destination in the consignee's intention might be a prohibited area. The problem of dealing with evasions might require special precautions to be taken. In the Spanish case the Committee are advised that the Government of the United Kingdom have prescribed, for example, that no aircraft are permitted to clear for Spain; and if, when clearing for other ports, their ultimate destination is suspected to be Spain, no clearance is given until a definite understanding is reached with the Government of the intermediate port regarding responsibility. (See telegram of September 11th, 1936, from the High Commissioner in London). In the United States, in the case of shipments of arms and munitions "not ostensibly destined to" prohibited countries "the Secretary of State may require exporters to present convincing evidence that they are not destined to any of those countries and may refuse to issue an export license for the same until such convincing evidence has been presented to him". (See "Laws and Regulations administered by the Secretary of State governing the International Traffic in Arms, Ammunition and Implements of War and Other Munitions of War").

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The recent United Kingdom Royal Commission recommended that arms export permits should be restricted to orders by foreign governments, supported by import licenses, issued by those governments and stating that the goods would not be re-exported. (Cmd. 5292 - October 1936, p. 54).

18. A special point concerning importations should be mentioned in connection with the proposed replacement of Section 122 of the Customs Act. Under this Section the Department of National Revenue, Customs Division, have for years been co-operating with the Royal Canadian Mounted Police and the Department of National Defence in controlling importations of dangerous weapons that might get into the hands of criminals or threaten internal order and of weapons that may be defective or unsafe for use. These Departments attach great importance to the maintenance of this control. If new legislation is enacted, care should be taken to perpetuate this existing control by an appropriate Order in Council in such a way that there shall be no interruption of the control.

REGISTRATION OR LICENSING OF ARMS MANUFACTURE

19. In the draft legislation submitted herewith (See Annex A), sub-paragraph (d) provides for the registration or licensing, not only of arms exporters and importers, but also of arms manufacturers. It is simply an enabling provision. This is a part of the scheme of the Geneva Committee proposals and is submitted for consideration as such. It has been adopted in the

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United States and in effect recommended by the United Kingdom Royal Commission. It is recognised that there might be a certain anomaly in dealing with manufacture under the Customs Act, even though there might be certain advantages in dealing with the whole subject together if it is to be dealt with.

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ANNEX A

Draft Clauses of Bill to Replace Sections 290 and 122 of the Customs Act.

1. Replace Section 290 of the Customs Act by the following:

290. The Governor in Council may, from time to time -

(a) for the purpose of acquiring information, or for the purposes of sub-paragraphs (b) and (c) of this Section, require that no person shall export or carry coastwise or by inland navigation any of the articles designated in the said sub-paragraph (b), or import any of the articles designated in the said sub-paragraph (c), without first having obtained a permit, and prescribe such fees, regulations and conditions as may be deemed proper respecting the granting of such permits;

(b) prohibit, restrict or control the exportation, generally or to any destination, directly or indirectly, or the carrying coastwise or by inland navigation, of arms, ammunition, implements or munitions of war, military, naval or air stores, or any articles deemed capable of being converted thereinto or made useful in the production thereof, or provisions or any sort of victual which may be used as food by man or beast;

(Note: The underlining indicates additions to the language of the existing Section 290.)

(c) prohibit, restrict or control the importation of arms, ammunition, implements or munitions of war, military, naval or air stores, or any articles deemed capable of being converted thereinto or made useful in the production thereof;

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(d) provide for the registration or licensing of persons engaged in the business of manufacturing, exporting or importing arms, ammunition or implements of war and prescribe fees, regulations, conditions and exceptions in respect thereof;

(e) provide for the compilation and publication of information and statistics respecting the exportation, importation or manufacture of arms, ammunition or implements of war;

(f) make regulations or prescribe conditions or exceptions deemed necessary for the effective carrying out of the object and intention of this Section or of any prohibition, restriction or control of exportations or importations which may be imposed under this Section, including regulations, conditions or exceptions respecting re-exportations, trans-shipments or shipments in transit, whether within Canada or elsewhere.

2. Special penalty clauses to be added if necessary.

3. Repeal Section 122 of the Customs Act. (It would be replaced by sub-paragraph (c) above. Provision might be made whereby the repeal would come into effect only upon the issue of a new Order under sub-paragraph (c), thus preserving the existing import permit system until the new one had been set up.)

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ANNEX B

Draft Order in Council Respecting Arms Exports Under Section 290 of the Customs Act as Proposed to be Amended (see Draft Amendment)

WHEREAS by Section 290 of the Customs Act, as amended by chapter . . of the Statutes of Canada, 1937, it is provided that . . . . . ;

NOW, THEREFORE, His Excellency the Governor in Council, on the recommendation of the Secretary of State for External Affairs, with the concurrence of the Minister of National Revenue, is pleased to order as follows:

1. No person shall export any of the articles enumerated and described in the Annex hereto without first having obtained a permit issued by, or on behalf of, the Minister of National Revenue.

2. Applicants for permits shall furnish in respect of each shipment or exportation, in such manner as may be approved by the Minister of National Revenue, information as to the seller, purchaser, consignor, consignee, description, quantities, value and specific purpose of the shipment or exportation or the articles proposed to be exported.

3. Export permits shall be issued to applicants furnishing the required information in all cases except those in which the issue of such permits or the exportation

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of the article or articles proposed to be exported would contravene a prohibition, restriction, regulation, condition or exception prescribed by law or by order of the Governor in Council.

4. Export permits issued hereunder shall not be transferable and shall be subject at any time to revocation at will by the Governor in Council, or under regulations made by him, without notice.

5. This Order shall come into force on the . . . . . , 1937.

6. This Order may be cited as The Arms Export Permits Order in Council, 1937.

(Note: (1) As regards paragraph 4 it is assumed that so drastic a step as revocation - which might entail heavy financial losses to the holder of the permit - should be taken only by the Governor in Council or under his regulations. Regulations might be added for this purpose. In any case, it would seem necessary at least to include such a provision as paragraph 4, so that all applicants for permits would be aware of their risks at once. The power of revocation seems essential to provide for the possible case of an important change in the international situation or in internal necessities between the time of granting the permit and the time for actual shipment.

(2) The date to be inserted in paragraph 5 should be a date at least two weeks after the date of the Order in Council - thus allowing a period for administrative preparation.

(3) Special provision should be made regarding the following existing Order in Council:

The Order in Council of August 25, 1900, P.C. 392 L (respecting exportations to China).
The Order in Council of July 30, 1934, P.C. 1686 (respecting exportations to Bolivia or to Paraguay).
The Orders in Council of October 23, 1920, P.C. 2552 and July 7, 1924, P.C. 1147 (respecting exportations to certain African and Near Eastern areas pursuant to the Protocol to the Convention for the Trade in Arms and Ammunition, 1919).)

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Annex to Draft Order in Council

CATEGORY I

(1) Rifles and carbines and their barrels and bolts.

(2) Machine guns, automatic or autoloading rifles and machine pistols of all calibres, and their barrels and bolts and mountings.

(3) Guns, howitzers and mortars of all calibres, and their carriages, mountings, barrels, recoil mechanisms and recuperators.

(4) Ammunition for the arms enumerated under (1) and (2) above, and cartridge cases or bullets for such ammunition, filled and unfilled projectiles for the arms enumerated under (3) above, and prepared propellant charges for these arms.

(5) Grenades, bombs, torpedoes and mines, filled or unfilled, and apparatus for their use or discharge, periscopes for submarines, bayonets, swords and lances.

(6) Tanks, armoured vehicles and armoured trains, and bullet-proof plates shaped for these vehicles.

(7) Component parts of the articles enumerated above.

CATEGORY II

(1) Vessels of war of all kinds including aircraft carriers and submarines, and their arms, ammunition and implements of war mounted on board and forming part of their normal armament.

CATEGORY III

(1) Aircraft, assembled or dismantled, both heavier than and lighter than air, which by reason of their design or construction are adapted or intended either for military or naval reconnaissance, or for aerial combat by the use of machine guns or artillery, or for the carrying and dropping of bombs, or which are equipped with or prepared for any of the arms or appliances referred to in paragraph (2) below.

(2) Special guns and machine-guns for aircraft, and their gun mounts and frames, bombracks, torpedo carriers, and bomb or torpedo release mechanisms.

CATEGORY IV

(1) Revolvers and automatic pistols of a weight in excess of 1 pound 6 ounces (630 grammes).

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(2) Ammunition for the arms enumerated under (1) above and cartridge cases or bullets for such ammunition.

(3) Fire-arms designed, intended or adapted for non-military purposes, such as sport or personal defence, that will fire ammunition that can be fired from fire-arms in Category I.

CATEGORY V

(1) Aircraft, assembled or dismantled, both heavier than and lighter than air, other than those included in Category III.

(2) Propellers or airscrews, fuselages, hulls, wings, tail units and undercarriage units.

(3) Aircraft engines, assembled or unassembled.

(4) The following essential component parts of aircraft engines covered by paragraph (3) above: crankshafts, cylinders, superchargers.

CATEGORY VI

(1) Livens projectors, flame throwers and all other projectors or appliances used for chemical or incendiary warfare.

(2) Mustard gas (dichlorethylsulphide), lewisite (chlorovinl-dichlorarsine and dichlorodivinylchlorarsine), ethyldichlorarsine, methyldichlorarsine, ethyliodoacetate, brombenzylcyanide, diphenolchorarsine, and dyphenolcyano-arsine, and all other products destined for chemical or incendiary warfare.

(3) Powder for war purposes and explosives.

(4) Appliances for use with arms and apparatus exclusively designed and intended for land, sea or aerial warfare.

(Note: This Annex is based on the lists in the following documents:

League of Nations Document, Conf. D. 168, Publications Series, IX Disarmament, 1935, IX, 6, April 13, 1935 - Progress Report of Committee (of Disarmament Conference) for the Regulation of the Trade, etc., in Arms, etc.

Report by Secretary to International Committee for the Application of the Agreement regarding Non-Intervention in Spain (Cmd. 5300, November 1936).

United Kingdom Arms Export Prohibition Order, 1931.

Proclamation by the President of the United States, April 10, 1936, under Section 2 of Joint Resolution of Congress of August 31, 1935 (Licensing Section).)

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Annex C

November 24, 1936.

STATE CONTROL OF EXPORT, IMPORT AND MANUFACTURE OF ARMS AND MUNITIONS

RECENT DEVELOPMENTS ABROAD

1. These notes are based on material recently obtained from the Canadian representatives in London, Washington and Geneva, on League of Nations documents, and on the recent Report of the British Royal Commission on the Private Manufacture of and Trading in Arms.

2. In recent years many arms-producing States have enacted legislation or regulations covering both peace-time export and manufacture. As regards export, the stimulus is said to have been the Disarmament Conference discussions, parliamentary and congressional investigations, and the embargoes in the Chaco, Italian and Spanish cases. The control is generally exercised through a licensing system, as in Great Britain and the United States. The United States legislation covers imports as well. As regards manufacture, the origin is said to lie not so much in international policy as in considerations of public safety, internal peace and order. Under this aspect, the recent French legislation apparently contemplates a more far-reaching State intervention than exists anywhere else outside Russia, Germany, and Italy.

3. Export licensing systems have been adopted, during the past ten years, by Great Britain, United States, Belgium, Czechoslovakia, Denmark, France, Germany, Italy, Japan, Netherlands, Norway, Sweden Switzerland.

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4. Control of manufacture, in more or less degree, by licensing systems or otherwise: Denmark, France, Italy, Japan, Netherlands, Sweden.

5. Brief surveys of the position in Great Britain and the United States will be useful. The other cases seem to offer nothing of special suggestiveness.

GREAT BRITAIN

Existing Peace-time Control

6. Control of Exports by a Licensing System: Exports of certain classes of arms and munitions of war are prohibited except under:

Specific Licenses, i.e., for each specific shipment; or

Open General Licenses, i.e., permitting the export of certain prohibited classes which could not otherwise be exported except under a specific license (It is understood this practice has very recently been suspended or modified because of the Spanish case, notably in the case of aircraft).

The Director, Imports and Exports Licensing Section, Board of Trade, administers this control, all applications being addressed to him.

Legal authority: Various provisions of the Customs and Inland Revenue Act, 1879; the Exportation of Arms

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Act, 1900; and the Finance Act, 1921. The current operative order is The Arms Export Prohibition Order, 1931 (Order in Council of May 19, 1931).

Origin of existing control: Official witnesses before the recent Royal Commission said the present system was a direct outcome of war time prohibitions to prevent war materials reaching the enemy and has been kept in operation mainly to enable Great Britain to play its part under certain treaties and to regulate the international arms traffic with native races, subversive elements and disarmed ex-enemy countries.

7. Control of Manufacture. There appears to be no system of direct control of manufacture in Great Britain. Presumably a formidable power of indirect control arises from the existence of the export licensing system, from the leverage held by the Service Departments as large buyers, and, more recently, from the "mobilisation of industry" aspects of the new defence program.

8. Control of Profits. More detailed information from London is expected shortly. Meanwhile reference may be made to a general statement of the Government's policy on this point given by the Chancellor of the Exchequer in the House of Commons on March 12, 1936. Mr. Chamberlain said:

> "The policy of His Majesty's Government is that, in cases where it is impossible to secure effective competitive tendering, contracts should be settled on the basis of allowing a fair and reasonable profit, having regard to the circumstances of each case, including such factors as the extent of the orders and a reasonable return on the capital

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> "assets directly employed. A standard percentage of profit on the production costs of the goods supplied would be found in practice to lead to indefensible results."

On June 23, 1936, Sir Thomas Inskip stated that fair profits could not be determined by the application of any single criterion. He then went on:

> "The machinery adopted" (for calculating a fair profit) "necessarily varies according to the type of contract. The underlying principle is that, where effective competitive tender is not available, Departments obtain such information as to production costs as will enable a fair price to be determined. This information is normally obtained by such methods as examination of the contractors' books by the Departments' accountants, or by the preparation of technical estimates of cost. On all such questions as this, the Admiralty has the assistance of their Contract Advisory Committee and the Air Ministry of the committee presided over by Sir Hardman Lever, and the establishment of a similar committee is being considered by the War Office."

Five days later, Sir John Simon stated in the House of Commons: "Further measures of control are not in our opinion at present called for".

Report of the Royal Commission on the Private Manufacture of and Trading in Arms

(Cmd. 5292 - October 1936)

9. Basis of Recommendations: Objections to private manufacture and trading could best be removed by limitation of arms by international agreement. Great Britain should not support a universal system of state monopoly. Abolition of this private industry in Great Britain, even if it were practicable, is not desirable in existing conditions because of "the necessities of imperial defence".

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10. Recommendations:

(a) Great Britain should promote international agreement for regulation of the manufacture of and trade in arms. Recent United States proposals to the Disarmament Conference afford a basis to this end.

(b) The Government "should assume complete responsibility for the arms industry in the United Kingdom and should organise and regulate the necessary collaboration between the government and private industry", in order to establish a planning system and ensure rapid emergency expansion, to check prices and prevent profiteering in time of war or emergency.

(c) A Controlling Body for "all matters relating to the supply and manufacture of arms and munitions, costing and the authorisation of orders from abroad",

having executive powers (not merely advisory); and

presided over by a Minister responsible to Parliament.

(d) The Government's own factories "should be fully equipped for the production in some measure of naval, military and air armaments of all types".

(e) Profit control measures in peace-time, not only to prevent excessive profits, but to satisfy the public that they do so, should be taken.

(f) Plans for war-time conscription of industry "should by faced without delay".

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(g) The Export Licensing System:

Administration should be governed by a more positive outlook to discourage export trade, rather than the present negative policy of minimising interference with normal trading activities.

Licenses should be granted only to firms specially authorised by the controlling body to engage in export trade.

Licenses should be restricted to orders by foreign governments, supported by import licenses issued by those governments, which shall state that the goods will not be re-exported.

Open general export licenses for certain classes of armaments should be abolished.

Particularly, all exports of aircraft, whether classified as military or civil, should be rigidly controlled.

Complete cessation of private export trade in surplus and second-hand arms and munitions of war.

UNITED STATES

Existing Peace-time Control

11. Section 2 of Joint Resolution of August 31, 1935, is the permanent peace-time part of the recent "neutrality" legislation (the remaining parts of which now extend only to May 1, 1937). The Joint Resolution of February 29, 1936, strengthens this permanent control

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to the extent that it authorises unlimited appropriations, as against the $25,000 authorised in 1935, to carry out the law.

12. Section 2 provides for -

(a) A National Munitions Control Board, to carry out the law, consisting of -

Secretary of State, "Chairman and Executive Officer",
Secretary of the Treasury,
Secretary of War,
Secretary of the Navy,
Secretary of Commerce,

and administration is vested in the Department of State, except as otherwise provided.

(b) Registration of all manufacturers, exporters or importers of "arms, ammunition, and implements of war", comprising -

A registration fee of $500.00,
good for
A 5-year registration certificate;
No Government purchases from those failing to register.

(c) Export and import licenses required for all specific shipments, inward and outward.

Licenses issued only to registered persons.
The granting of licenses is obligatory, except in cases where exportation would violate a U.S. law or treaty (e.g., the Naval Treaties, or the remaining sections of this "neutrality"

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legislation, or Espionage Act prohibitions designed to protect secret military inventions or processes).

Licenses in certain cases - at present, China, Cuba, Honduras and Nicaragua - to be issued only if supported by the Embassy in Washington of the country in question; the initiative and responsibility for notifying such support to lie with the importing government and the shipper - applicant. (This is under regulations made by the Secretary of State).

(d) Permanent records, open to inspection, to be kept by manufacturers, exporters and importers in a prescribed manner.

(e) An Annual Report by the Board to be published, containing a list of all required to register, full information concerning licenses issued, and other information and data considered of value by the Board.

(f) The Board subject to call by the Chairman, and to hold "at least one meeting a year".

(g) The Secretary of State to promulgate rules and regulations necessary to carry out this law.

(h) The President, upon the Board's recommendation, from time to time, to promulgate lists of articles considered to be "arms, ammunition and implements of war" under this law.

(i) Penalties up to $10,000 or 5 years' imprisonment or both.

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(Note: It is to be noted that so long as "peace" exists technically abroad, there is no prohibition against the export of "arms, ammunition and implements of war". In short, this permanent U.S. Section 2 is not a prohibitive measure, but rather a publicity measure. (It proceeds along the lines of the U.S. draft of an International Convention, which, submitted by the U.S. delegation on November 20, 1934, was taken as a basis for discussion at Geneva by the Committee for the Regulation of the Trade in and Private and State Manufacture of Arms and Implements of War of the general Disarmament Conference). It is only in the event of war abroad that prohibition of export arises. In that event the other section of this "neutrality" or "non-intervention" legislation come into force. Among other prohibitions, they then forbid exports of armaments to all belligerents).

"Neutrality" or "Non-Intervention" Control

in case of War Abroad

13. Besides the trade in "arms, ammunition and implements of war" in peace-time - to which the European legislation as well as the permanent U.S. Section 2 summarised above are limited - there is the broader problem of the extent to which a State at peace should insist upon, or encourage the exercise of, the "right" of its citizens to have commercial intercourse with States who are at war. This problem, as is well known, has been somewhat explored in the U.S., and they have already gone some distance with it in the other sections of the "neutrality" legislation of August 31, 1935, and February 29, 1936. (Considering the real nature of the debate, this might perhaps better be called "non-intervention" legislation). These sections now last only until May 1, 1937; but the approaching Congress is expected to renew

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them, and possibly it will widen their scope. As they stand, upon the outbreak of war anywhere, prohibitions against dealings direct or indirect with all belligerents, or against acts likely to commit the U.S. to war-like liabilities, go into effect as follows:

The export of armaments to all belligerents (i.e., the Munitions Board will have to withhold export licenses).

The granting of loans or credits to all belligerents.

U.S. vessels carrying supplies of armaments destined for belligerents.

All vessels, domestic or foreign, supplying belligerent war vessels from U.S. ports.

U.S. citizens travelling on belligerents' merchantmen.

Belligerents' submarines using U.S. ports or waters.

And, even without legislative authority, the U.S. executive is accustomed to exercise some restraint on activities in other fields by indicating an unwillingness to give diplomatic support to such activities. This particular legislation does not reach the case of civil conflicts; it applies to war between States.

Investigation by Special Senate Committee

(Nye Committee)

14. It is understood the Committee was unanimous that the abuses of private manufacture must be stopped

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"if it is possible to stop them". The majority (Senators Nye, Clark, Pope and Bone) recommend government ownership of certain "primary" munition facilities, including those necessary for making naval vessels, gunpowder, projectiles, guns, gun forgings and armour plate - but not including military aircraft. The minority (Senators George, Vandenberg and Barbour) questioned the practicability of government ownership on three points: (1) its effect on disarmament, (2) its effect on national defence, and (3) its effect on government costs.

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Annex C 1

February 9, 1937

A D D E N D U M

FRANCE

Existing Peace-time Control

On August 11th, 1936, a law was enacted providing for the control or nationalisation of the manufacture of war materials. This legislation gives the French Government full authority to choose as between the alternatives of nationalisation and control.

The Council of Ministers are authorized to issue decrees to carry out the intention of this law.

Decrees have been passed providing for (a) the detailed definition of categories of arms; (b) the institution of a licensing system as a means of controlling arms industries which have not been nationalized; (c) state participation in the capital stock of certain arms industries and control by means of state representation on the board of directors, committees and company meetings.

In January 1937, seven decrees were issued providing for the expropriation of certain industrial enterprises especially engaged in the manufacture of materials for air warfare.

Summary of the French Government's Exposé des Motifs Explaining the Reasons for the Law

"National control over arms manufacture is called for and justified because

(a) the production of the means of defence partakes of the nature of a public utility;

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"(b) the growing diversity of the means required by modern armies necessitates preparation for industrial mobilisation in time of peace;

(c) public opinion is rising against the acquisition of private profits as a result of State expenditure on national defence."

. . . . .

"The project elaborated by the Disarmament Conference in April 1935 embodies certain fundamental principles which have inspired the present Bill. Foremost among these are:

1) State and private manufacture should be equally controlled, thus removing the principal obstacle to agreement;

2) International control presupposes and requires national control; this means that the wider nationalisation and State control are instituted, the easier will international control become;

3) Control must apply both to finished war materials and to unfinished materials in the course of machine-finishing and assembling, but not to the extraction, preparation and transformation of the raw materials;

4) Manufacture is to be subject to revocable licenses of limited duration;

5) Arms establishments are to notify the Government of every order received;

6) Exports and imports are to be subject to Government permit.

The great lesson of the Geneva deliberations is that there can be no international without national control. There is at present a fortunate tendency toward national control and even nationalisation in a number of States, notably France, the United States, the United Kingdom, Italy,

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"Japan, Czechoslovakia and Sweden. Some Governments are acting for reasons of industrial mobilisation, others, like France, the United States and Sweden, in order to end the evil effects of private manufacture, and still others for both."

. . . . .

"The Bill envisages two types of measures:

1) Complete or partial expropriation of enterprises engaged in the manufacture of war materials, within the limits of the normal needs of national defence;

2) Strict control over the activities and profits of private industries which are not expropriated but which are principally, or as a side line, engaged in the manufacture of, or commerce in, war materials.

The term 'war materials' in the present Bill is used in the restrictive sense employed internationally. This excludes such items as unarmed vehicles and secondary component parts. Powder and explosives are, moreover, traditionally subjected to state monopoly in France and are not covered in the Bill.

A limited list is to be drawn up comprising (1) fire arms and their munitions, and (2) implements designed to carry fire arms and to employ them in combat."

. . . . .

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Distinctions are drawn between the industries manufacturing aircraft, naval vessels and armoured vehicles respectively. Aircraft industries should be nationalized because they are in fact mainly absorbed in making military planes. Ship-building and armoured vehicle industries would be controlled rather than nationalized.

. . . . .

"Strict control over non-expropriated enterprises will be organised by means of regulations in accordance with certain guiding directives:

1) No private enterprises will be permitted to engage in the machine-finishing, construction, assembling or charging of war materials without Governmental license;

2) Such enterprises will be submitted to certain conditions permitting the State to trace their financial set-up and the influences to which they may be subjected;

3) Every licensed establishment must communicate to the Government all orders not received from the latter and may not begin their execution without express authorisation;

4) These measures are to be supplemented by control carried on in the factories and dockyards;

5) Strict supervision of the profits from the manufacture and sale of war materials is to be instituted with a view to reducing these profits to equitable dimensions;

6) Measures are to be taken to enable the State to exercise a strict control over expenditures for representation and publicity.

To strengthen national control, the establishment of a regime of mixed economy in particularly important enterprises is foreseen by means of financial participation in accordance with the Law of October 17th, 1933, permitting such participation in private enterprises affecting national

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"defence. This will ensure Government influence infinitely better than mere representation on the Board of Directors without financial participation. The sole object of the regime would be to give the representatives of the Government control over manufacture, over preparations for industrial mobilisation and over profits, by means of a right of veto on certain fundamental questions or by the requirement of a special majority in regard to certain questions. The administration would remain the province of the Directors chosen by the stockholders. Even so, an adaptation of the rules governing the administration of stock companies in France may be necessary. Additional measures envisaged are:

1) Control over the activities of intermediaries and publicity agents by making their positions subject to revocable authorisation and by controlling their remuneration and expenditures;

2) Strengthening of existing laws and regulations relating to discoveries and inventions affecting national defence.

The proposed control will also apply to imports and exports; the latter will involve certain modifications in the Decree of September 3rd, 1935, covering the exportation of war materials."

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Ottawa, February 17, 1939.

Memorandum for the Prime Minister:

Mr. Bowman came in this afternoon to discuss a matter which he says he had mentioned to you.

Mr. Bowman thinks that it might be helpful, in answering the present criticisms that the purchase of armaments will make possible exorbitant profits on the part of munitions manufacturers, for the government to manufacture such equipment and munitions as would be practicable in workshops already controlled by the government, to afford a "yardstick" of the cost of manufacture and a check upon the fairness of the prices in contracts.

He recalled that, at the opening of the War, the Shell Committee let contracts for the manufacture of projectiles for eighteen-pound shells, at a price of $5.15 per shell. Mr. Bowman, himself an engineer who had previous experience in ordnance plants, publicly claimed at the time that a fair price would have been somewhere around $1.80. When the Imperial Munitions Board succeeded the Committee, it eventually brought the price down to about $2 per shell.

Mr. Bowman suggests that the government make a survey of its own workshops to ascertain their capacity for manufacturing such equipment as gun mountings and munitions. In this connection he mentioned the Canadian National Transcona shops at Winnipeg, and the Dominion Lighthouse Depot machine shops of the Department of Transport at Prescott. He is of the opinion that if announcement to this effect could be made in the course of the present debate, it would go a long way towards meeting the anxieties in this regard which are experienced by many thoughtful people.

I told Mr. Bowman I would pass this on to you, and suggested that he also place the proposal before Mr. Mackenzie. This he intends to do this afternoon.

P/MP E.A.P.

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Excerpt from Editorial article in
The Ottawa Citizen.
December 8, 1915.

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LABOR AND SHELL PRICES

Possibly on certain 18-pounder shell machining orders not more than 60 cents would go to labor. On a basis of national service it could be done for less than 60 cents. An analysis of the cost and the price of machining the 18-pounder shell, where $3.80 had been charged, would possibly show something less than 60 cents to labor, $1.20 to capital, and the remainder to profiteering. For machining the first 100,000 shells, it would mean only $60,000 to labor, $120,000 to capital and an additional $200,000 to privileged profiteering.

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Excerpt from Editorial in

The Ottawa Citizen

December 17, 1915.

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As a matter of fact extensive orders were placed by the Shell Committee at $2.90 per shell when it had been demonstrated that the work could be done profitably at $1.85. The first orders for machining 18-pounder shells in Canada were placed at $5.15. Later orders, in which the Steel and Radiation company first participated, were at $3.80. Then, under pressure - and with one firm offering to do the work at $1.40 - the Shell Committee gradually dropped the price to $2.90; and when the British representatives had finished investigating the business the contract price came down to its present rate of $1.85.

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E. J. LEMAIRE

1- Armaments
✓ Dept of Nat'l. Defence
Profiteering

P.C. 439

C 137380

PRIVY COUNCIL
CANADA

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 5 th. MARCH 1937

The Committee of the Privy Council have had before them a report, dated 2nd March, 1937, from the Minister of National Defence, stating that an Inter-departmental Committee formed under the instructions of the Right Honourable the Prime Minister, to consider certain questions pertaining to the Control of Profits on Government Armament Contracts, has in its Report suggested that there be instituted a standing Inter-departmental Financial Committee to assist the Officials charged with the placing of contracts under the Defence Programme, and that such a Committee "might study and classify the requirements of the Defence Programme from the financial point of view, and formulate or advise upon the financial principles or safeguards to be observed in placing contracts of various types, and as to rules of procedure."

That it was also suggested that this Committee "might be available for consultation upon the financial aspects of any unusual specific cases or conditions arising from time to time, and that it would be limited to this function of assisting in the prevention of undue profits, that is to say it would not be concerned with other aspects of the Defence Programme."

The Minister is of the opinion that a Committee whose functions and duties would be generally as set out in the suggestion aforesaid would be in the public interest, and therefore, recommends:

1. That there be formed a Committee to be known as the Interdepartmental Committee on the Control of Profits on Government Armament Contracts, said Committee to consist of one representative from the Departments of Trade and Commerce, Labour, National Revenue (Income Tax), Finance, and the Deputy Minister of National Defence and one Official or Officer of the Department of National Defence, with the Deputy Minister of National Defence as Chairman of said Committee.

2. That the duties of this Committee shall be generally to study and classify from the financial point of view the various requirements which the Government's Defence Programme

involves/

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involves, and when it is considered by the Department concerned that effective competitive tendering cannot be secured in regard to any of its requirements, to formulate or advise upon such principles and safeguards, whether of a general or specific nature, which in this connection the Committee considers should be observed, and to communicate to all Departments coneerned such information in this respect as the Committee considers should be in their possession.

3. That such Departments of the Government as have occasion to make purchases of armament and/or mobilization stores, and/or to arrange for services directly or indirectly connected therewith, be directed to refer to said Committee all questions relating to scales of prices, quotations, and similar financial matters whenever it appears or seems to appear that prices quoted for any articles, stores, etc., which are sought to be purchased are not obviously fair and reasonable.

4. That the Committee shall be authorized to obtain from any Department of the Government such information regarding the matters coming within the scope of its duties and functions as it deems necessary, and that it shall have power to call before it any officer, official or employee of the Government of Canada or of the Naval, Military or Air Forces of Canada, for the purpose of obtaining advice or information with respect to any of the matters wherewith the Committee is empowered to deal.

The Committee concur in the foregoing recommendations and submit the same for approval.

E. J. Lemaire

Clerk of the Privy Council.

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Dept. of National Defence
Munitions

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vol. 6(a)

S-500
vol. 1

Memorandum for the Prime Minister.

The attached Recommendations to Council have for their object:-

(a) the establishment of an effective control over the export of arms, munitions, etc., to other countries; and

(b) the control of enlistment in, recruiting for, etc., foreign armed forces.

The first Recommendation is designed to clear the way for the establishment of an effective system of control of export of arms, munitions, etc., by cancelling existing Orders in Council restricting or, in some cases, prohibiting the exportation of arms, etc., to China, Bolivia, Paraguay, and certain African and Near Eastern areas, the conditions under which the prohibitions or controls were established having now ceased to exist.

The second Recommendation is designed to establish the general or basic system of control over the exportation of arms, munitions, etc., laid down in Section 290 of the Customs Act as revised at the last Session of Parliament.

The third Recommendation is designed to prohibit the export of arms, munitions, etc., directly or indirectly, to Spain.

The fourth Recommendation is designed to apply the provisions of the Foreign Enlistment Act, 1937, to ban enlisting in, recruiting for, etc., either of the armed factions in Spain.

Ottawa,
(July, 1937)

(O.D. SKELTON)

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PRIVY COUNCIL

CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA
FRIDAY, the 30th day of JULY, 1937.

PRESENT:

The Deputy of
HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS under Section 290 of the Customs Act, as enacted by Section 10 of Chapter 24 of the Statutes of 1937, it is provided that the Governor in Council may from time to time,-

> "prohibit, restrict or control the exportation, generally, or to any destination, directly or indirectly, or the carrying coastwise or by inland navigation, of arms, ammunition, implements or munitions of war, military, naval or air stores, or any articles deemed capable of being converted thereinto or made useful in the production thereof".

AND WHEREAS the Secretary of State for External Affairs reports that it is considered desirable, pending the settlement of the armed conflict in Spain, that steps be taken to prohibit the export from Canada, directly or indirectly, to any party in that conflict, of arms, war materials, aircraft, aircraft engines, separate parts thereof and munitions;

NOW, THEREFORE, the Deputy of His Excellency the Governor General in Council, on the recommendation of the Secretary of State for External Affairs, with the concurrence of the Minister of Justice and the Minister of National Revenue, is pleased to order that the exportation, directly or indirectly, of any of the articles enumerated and described in the Annex hereto from Canada to Spain, that is to say, the territories of the Peninsula, the Balearic Islands, the Canary Islands, and towns and territories under Spanish sovereignty in Africa, be and it is hereby prohibited.

This prohibition shall come into force on the 31st day of July, 1937.

E. J. Lemaire

Clerk of the Privy Council.

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W/7 P. C. 1838 N.300 C 137384

PRIVY COUNCIL
CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

FRIDAY, the 30th day of JULY, 1 9 3 7.

PRESENT:

The Deputy of
HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS it is considered desirable that steps should be taken to provide for control of the exportation from Canada to any destination of arms, ammunition, implements or munitions of war, military, naval or air stores or any articles deemed capable of being converted thereinto or made useful in the production thereof;

AND WHEREAS section 290 of the Customs Act, as enacted by Section 10 of Chapter 24 of the Statutes of 1937, provides that the Governor in Council may from time to time,-

(a) for the purpose of acquiring information, or for the purposes of sub-paragraph (b) of this subsection, require that no person shall export or carry coastwise or by inland navigation any of the articles designated in the said sub-paragraph (b), without first having obtained a permit, and prescribe such fees, regulations and conditions as may be deemed proper respecting the granting of such permits;

(b) prohibit, restrict or control the exportation, generally or to any destination, directly or indirectly, or the carrying coastwise or by inland navigation, of arms, ammunition, implements or munitions of war, military, naval or air stores, or any articles deemed capable of being converted thereinto or made useful in the production thereof;

(d) provide for the registration or licensing of persons engaged in the business of manufacturing, exporting or importing arms, ammunition or implements of war and prescribe fees, regulations, conditions and exceptions in respect thereof;

(e) provide for the compilation and publication of information and statistics respecting the exportation, importation or manufacture of arms, ammunition or implements of war;

(f)

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(f) make regulations or prescribe conditions or exceptions deemed necessary for the effective carrying out of the object and intention of this section of any prohibition, restriction or control of exportations or importations which may be imposed under this section, including regulations, conditions or exceptions respecting re-exportations, trans-shipments or shipments in transit, whether within Canada or elsewhere. Such regulation shall, when made, have the force and effect of law as though enacted as a part of this statute, and shall be published in the Canada Gazette.

NOW, THEREFORE, the Deputy of His Excellency the Governor General in Council, on the recommendation of the Secretary of State for External Affairs, with the concurrence of the Minister of Justice and the Minister of National Revenue, is pleased to order and it is hereby ordered as follows:

1. No person shall export any of the articles enumerated and described in the Annex hereto without first having obtained a permit issued by, or on behalf of, the Minister of National Revenue.

2. Applicants for permits shall furnish in respect of each proposed shipment for export information in writing in the manner and form approved by the Minister of National Revenue, setting forth details as to the seller, purchaser, consignor, consignee, description, quantity, value and specific purpose of the proposed shipment or of the articles proposed to be exported.

3. Export permits shall be issued to applicants furnishing the required information in all cases except those in which the issue of such permits or the exportation of the article or articles proposed to be exported would contravene a prohibition, restriction, regulation, condition or exception prescribed by law or by order of the Governor in Council.

4. Export permits issued hereunder shall not be transferable and shall be subject to revocation at any time without notice.

5. This Order shall come into force on the 31st day of July , 1937.

E. J. Lemaire

Clerk of the Privy Council.

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P.C. 1840

W/6

C 137386 N-300

PRIVY COUNCIL
CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

FRIDAY, the 30th day of JULY, 1 9 3 7.

PRESENT:

The Deputy of
HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS the Secretary of State for External Affairs reports that the conditions which led to the passing of the under-mentioned Orders in Council respecting the exportation of arms, war materials, munitions, etc., to (1) China, (2) certain African and Near Eastern Areas, and (3) Bolivia and Paraguay, have now ceased to exist:-

(1) P.C. 3921 of August 25th, 1900

(2) P.C. 2552 of October 23rd, 1920,
P.C. 1147 of July 7th, 1924

(3) P.C. 1686 of July 30th, 1934.

NOW, THEREFORE, the Deputy of His Excellency the Governor General in Council, on the recommendation of the Secretary of State for External Affairs, with the concurrence of the Minister of National Revenue, is pleased to order that the said Orders in Council be and they are hereby rescinded.

E. J. Lemieux
Clerk of the Privy Council.

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file

C137387

For release in morning papers of August 2.

N-300
Vol. 6(a)

Orders in Council have been approved this week and come into force on July 31, under the authority of the legislation passed at the recent session of parliament on the export of munitions and foreign enlistment.

The first Order, which is based on Section 290 of the Customs Act as amended, establishes an effective system of control over the export of arms and munitions of war to any destination. Under the new regulations no person may export from Canada, to any destination, arms or munitions set forth in a long list embracing practically all kinds of arms and military equipment of all kinds, including aircraft and poison gases, without first having obtained a permit from the Department of National Revenue. Applicants for permits are required to furnish in respect of each proposed shipment for export information in writing setting forth details as to the seller, purchaser, consignor, consignee, description, quantity value and specific purpose of the proposed shipment of the articles to be exported.

The second Order, based on the same section, prohibits the export from Canada of arms, war material, air-craft, aircraft engines, or munitions to Spain or Spanish territory, directly or indirectly.

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C 137388

The third Order, passed under the authority of the Foreign Enlistment Act, 1937, makes the provisions of the Act applicable to the present conflict in Spain. It is made unlawful for any Canadian national to enlist, or to leave Canada with intent to enlist, in the armed forces of either party engaged in the civil war. Under the terms of the Act, recruiting is similarly banned, and penalties prescribed for violation of its provisions.

Under the Non-Intervention Agreement, to which nearly all European states are parties , a system of control over the entry of munitions or recruits into Spain has been in effect for some time. Uncertainty as to the future working of that Agreement has now made it desirable for Canada to put into force its own measures, as contemplated by the legislation of last session, for the observance of a non-intervention policy.

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L.C. CHRISTIE TO W.L.M.K.

C 137389

SECRET

July 14, 1938

File 318-37C

Dept. of National Defence
British Commonwealth Relations - Defence (L.C.C.)

for Council Tuesday

DOMINION BRIDGE COMPANY - MARTIN-PARRY CORPORATION
PROJECT FOR FIELD GUN FACTORY IN CANADA

I

1. Under this project Dominion Bridge Co., Lachine, P.Q., would create the field gun plant, financing it out of initial orders of 1200 guns (with 1,200,000 rounds of ammunition) for Jugoslavia and 500 guns (and presumably ammunition) for Bulgaria. A field gun of modern British Army type would be made to fill these orders.

2. National Defence are interested in having such a field gun plant installed in Canada to be available for Canadian requirements, if economically feasible. The financing of the capital investment in the plant out of foreign orders would, they believe, meet this point. They recommend that the British Government be asked to release specifications and rights for a suitable gun to Dominion Bridge for this purpose. In order to induce the release of the most suitable design of gun, they propose that, if the British Government so desire, the Canadian Government undertake to refuse export license unless the consignee and destination are both satisfactory to the British Government. (The promoters and the purchaser for foreign delivery would accept delivery at the factory and

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they understand that at that time the consignee and destination must be acceptable to the Canadian Government.)

3. If the British will release the rights and specifications, etc., Mr. W. Taylor-Bailey, Vice-Pres. of Dominion Bridge and Mr. A. P. Buquor, Pres. of Martin-Parry would visit England to get the information and study the manufacturing processes.

4. The promoter, Mr. Buquor, is an American citizen, and his company, Martin-Parry Corp. of Canada Ltd., is a subsidiary of an American company.

5. Mr. Buquor is to get the foreign business, said to be for Jugoslavia and Bulgaria, from "one of the principals from Amsterdam, Holland", a Mr. Siegfried Bechhold (nationality not stated), who also has a company in New York, Messrs. Bechhold & Co. The sum involved in the Jugoslavia business is said to be estimated at $42,000,000.

6. The statements regarding the foreign business are based on representations made by Mr. Buquor to National Defence, and apparently nothing more is known about this business or about Bechhold.

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C 137391

II

7. Points for consideration:

(a) Is it advisable to ask the British Government to release a gun to Dominion Bridge for foreign export? Would they ask some price for thus facilitating such Canadian export business, which might affect British exports?

(b) Is it advisable to intervene so definitely in a project for arms exports to foreign countries?

(c) Is the provision of army field gun productive capacity in Canada an urgent Canadian necessity (as compared with, say, coast artillery)?

(d) If the business were to be considered, should not inquiries first be made of the Governments of Jugoslavia and Bulgaria as to the alleged prospective orders?

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C 137392

G-100-10
vol. 4

FOR THE PRIME MINISTER

FOR COUNCIL: July 19th, 1938.

SUBJECT: Dominion Bridge Co., - Martin-Parry Corporation;
Project for Field Gun Factory in Canada;

REMARKS: Mr. Christie's memorandum of July 14th re, attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN: Whole question is a matter for British government - Canada to keep out. Memorandum and papers returned to External Affairs. (Copy of memo to be sent by file to Dir. of Pol.)

E. [illegible]

DISPOSED OF:

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Dept of National Defence
British Commonwealth Relations - Defence

C 137393

Confidential July 30, 1938

MEMORANDUM FOR THE PRIME MINISTER:

DOMINION BRIDGE COMPANY - MARTIN-PARRY CORPORATION
PROJECT FOR FIELD GUN FACTORY IN CANADA

Mr. Mackenzie, in his letter of July the 28th, takes exception to Mr. Read's letter of July the 21st setting forth the decision understood to have been reached at Council on July the 19th.

Mr. Read's letter was based on the comment written by the Prime Minister on the External Affairs secret memorandum of July the 14th attached herewith.

E. A. P.

E. A. PICKERING

Enclosures not attached
See J.E. Read to L.C. Christie July 21, 1938
L.C. CHRISTIE TO WLMK, July 14, 1938

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External Affairs:
War: Armaments: Trade-in

Collateral - Armament
C 137394
(1939)

On the Orders of the Day yesterday the Member for Weyburn enquired whether in view of statements made in the British House of Commons with reference to the possibility of a ban on the export of nickel from Empire countries to aggressor countries the Government would wish to make a statement in regard to the attitude Canada would take on this question.

The whole question of control of exports of commodities such as metals, wheat, wool, oil, timber, and other commodities which may be used for war as well as industrial purposes, was reviewed fully ~~by the Prime Minister~~ in a statement which I made in the House of Commons last year. Reference was then made to the increased importance of Canada's output and consequent export of base metals, the predominant industrial rather than military use of such materials, the very wide range of other commodities required by a country for military purposes, and the exaggerated importance attributed in some quarters to one or two such commodities, including nickel. It was stated that experience had shown the necessity, from both the economic and the military standpoint, of joint action rather than action by any single country, if restriction of any such commodity was to be made effective.

It is not necessary to go further into that statement of policy. I need only say that the Canadian Government regards the whole question as one of importance and that it has been continuously under review.

As regards the statements by members of the British House of Commons to which the Member for Weyburn

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refers, they do not present any new facts or considerations which require a re-statement of Canadian policy. The statements were to the effect that Germany had imported in the first two months of the present year nearly five times the quantity of nickel and nickel ore as in the same period last year. The implication given was that this supply was drawn mainly from Canada. Both the statements of fact and the implications are highly erroneous.

The facts may be briefly stated: First, Canada, while the dominant, is not the sole producer of nickel, other sources being New Caledonia, Burma, Norway, and Greece. Second, Canada has not in recent years exported and is not exporting at the present time any appreciable proportion of its nickel production to Germany. In the fiscal year ending March 31st, 1939, of some forty-nine million dollars worth of nickel matte, nickel oxide, and fine nickel exported to all countries, only a fraction over one percent went from Canada to Germany, the great bulk being shipped to the United Kingdom and the United States. An appreciable amount of nickel of Canadian origin is imported by Germany, but it is imported from and in part processed in other countries than Canada. Third, there has not been an increase in the shipments of nickel from Canada either to the world as a whole or to Germany in particular. Canada's exports of nickel to all countries in the fiscal year ending March 31st, 1939, were $12,000,000 less than in the previous fiscal year. As regards Germany in particular, exports of nickel from Canada were less in the fiscal year ending March 31st, 1939, than in the fiscal year 1938, and the exports in 1938 in turn were less than they had been in 1937. It may be added,

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also, that the exports were less in 1939 than in 1938 to adjoining countries, such as the Netherlands. Fourth, the increase in recent months in imports of certain forms of nickel from all sources into Germany, which was the basis of the question in the British House of Commons, is apparently true only as regards nickel ore. So far as can be ascertained at present, none of the nickel ore in question came from Canada. Canada's exports of nickel to Germany are in the form of matte or speiss, nickel oxide and nickel fine. Nickel in matte was shipped only in July, 1938, nickel oxide in June 1938, and nickel fine in the summer of 1938. No nickel of any kind was exported from Canada direct to Germany from October 1938 to March 1939, inclusive. Practically no ~~crude~~ nickel ore is exported from Canada to Europe.

The Secretary for Overseas Trade stated in the British House of Commons on May 1st that he understood that the ore imported into Germany this year was of low nickel content and that there was some ground for believing that these imports show that Germany was endeavouring to establish an alternative source of supply. In other words, so far as the statements of increased importation of nickel in the form of ore into Germany have any significance, it is not that Canada is contributing to that increase, but on the contrary that alternative sources of low grade supplies are being sought in other countries.

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C 137397

DEPARTMENT OF EXTERNAL AFFAIRS

Subject.....

Date..... *Publication*.....

EXPORT OF WAR MUNITIONS AND MATERIALS

INQUIRY AS TO PROPOSAL TO PROHIBIT EXPORT OF NICKEL FROM EMPIRE COUNTRIES TO AGGRESSOR NATIONS

On the orders of the day:

Mr. T. C. DOUGLAS (Weyburn): In view of the statement made in the British House of Commons with reference to the possibility of a ban on the export of nickel from empire countries to aggressor nations, does the government care to make any statement in regard to the attitude Canada will take on this question?

Right Hon. ERNEST LAPOINTE (Minister of Justice): Mr. Speaker, having foreseen this question I asked the Department of External Affairs to prepare a complete answer, which I shall be pleased to give to my hon. friend to-morrow.

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C ODS/ET
20 April 1939 137398

W.D.Black,President of the Canadian Manufacturers' Association(and an executive of Otis-Fenson Elevator Company) called this morning at the suggestion of the Minister of National Defence.

He referred to the communications from the Canadian Manufacturers' Association to the Minister of National Defence on the subject of seeking munitions orders from the Government of the United Kingdom.

Apparently not having received any reply to their recent March and April communications,Mr.Black telegraphed to the President of the Federation of British Industries in London, and has now received a reply saying that "Government appreciate offer" and suggesting a meeting between the Director of the Federation of British Industries and Mr.Black in Montreal on May 24th or 25th.

I informed him that I understood the matter was being considered by the Defence Committee of the Cabinet, and that an early reply would be received.

Mr.Black emphasized the desirability of educational orders,particularly in the engineering and mechanical trades.

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COPY

C 137399

APRIL 17,1939

CABLE FROM: MR.GUY LOCOCK,C.M.A., Director,
Federation of British Industries,
London,England.

"Your letter March 16 Black's cable March 30 Government appreciate offer which being carefully considered Stop Could you meet me Montreal May 24 or 25 Stop Writing."

The following reply was sent:-

"Your cable seventeenth received Stop We shall be delighted meet you Montreal dates mentioned. Thanks."

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COPY

CANADIAN MARCONI COMPANY TELEGRAM 137400

TORONTO, March 29,1939

PETER F.BENNETT
PRESIDENT
FOBUSTRY,PARL,LONDON.

OUR MEMBERS WILLING AND ABLE TO COOPERATE WITH YOUR MEMBERS IN REARMAMENT FOR DEFENCE STOP AGREE WITH ADVISORY PANELS VIEW REGARDING UNTAPPED RESOURCES OF INDUSTRY STOP OUR ASSOCIATION APPRECIATES GOOD WORK OF YOUR FEDERATION AND YOUR SERVICES ON INDUSTRIAL PANEL WHOSE COOPERATION WAS SO QUICKLY AND EFFECTIVELY UTILIZED BY YOUR GOVERNMENT STOP PLEASE REFER OUR LETTER MARCH SIXTEENTH TO LOCOCK STOP OUR INDUSTRY HAS EVEN GREATER CAPACITY AND SKILL NOW THAN IN GREAT WAR AND CANADAS STRATEGIC POSITION AS BASE FOR SUPPLIES IS OF GREAT IMPORTANCE STOP WILL BE GREATLY OBLIGED FOR YOUR FEDERATIONS ADVICE AND SUGGESTIONS.

W.D.BLACK

PRESIDENT CANMANAS.

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Mrs C [illegible] 137401

FROM THE PRIME MINISTER

TO

~~Mr Heeney~~ WJT

Mr Boyce tells me this matter is being looked after

Alo

P.M. will be in house at 3 pm.

2/5/39. May wish to answer

DAX

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Coll- Armament

C 137402

Unrevised Hansard
May 2nd, 1939

Page 3676:

EXPORT OF WAR MUNITIONS AND MATERIALS

INQUIRY AS TO PROPOSAL TO PROHIBIT EXPORT OF NICKEL FROM EMPIRE COUNTRIES TO AGGRESSOR NATIONS

On the orders of the day:

Mr. T. C. DOUGLAS (Weyburn): In view of the statement made in the British House of Commons with reference to the possibility of a ban on the export of nickel from empire countries to aggressor nations, does the government care to make any statement in regard to the attitude Canada will take on this question?

Right Hon. ERNEST LAPOINTE (Minister of Justice): Mr. Speaker, having foreseen this question I asked the Department of External Affairs to prepare a complete answer, which I shall be pleased to give to my hon. friend to-morrow.

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W.L.M. KING PAPERS

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(ALAN PLAUNT TO E.A. PICKERING)
Radio - Can. Radio Broadcasting Comm.

C 137403

THE CANADIAN RADIO LEAGUE

P. O. BOX 164
TORONTO 2, CANADA

May 7, 1936.

Re W. E. Gladstone Murray:

Attached is a brief description of Major Gladstone Murray, the Canadian Rhodes scholar who has been associated with broadcasting since its inception and who has made such a brilliant success with the British Broadcasting Corporation. We believe that could he be persuaded to come to Canada, Gladstone Murray would quickly ensure the success of a broadcasting reorganization.

More than any broadcasting executive in the English-speaking world, Major Murray possesses the combination of qualities and experience which would enable him to make public service broadcasting in Canada a success. The chief executive or general manager of a reorganized Canadian broadcasting corporation will require, above all, executive capacity, an intimate knowledge of Canadians and Canadian conditions, a wide acquaintance with broadcasting systems and methods, and a capacity for "Public relations". Major Murray possesses all of these qualifications. As his evidence before the Parliamentary Committee of 1932 and his report to the government of 1933 show, he has an intimate appreciation of Canadian conditions, points of view and problems. He speaks both languages and understands the dual language problem. He has a lively sense of "what the public wants" - of the entertainment as well as the more serious aspects of public service broadcasting. His connections with other broadcasting systems, N.B.C. and Columbia in the United States, and the continental systems, is another qualification of importance.

If Canada could secure the services of this outstanding Canadian, - and there is reason to believe that they might be secured, the success of a broadcasting reorganization would in our opinion be assured. Public service broadcasting in Canada presents very great difficulties. It would appear only wisdom to utilize the experience of a Canadian who has had such a wide experience of public broadcasting elsewhere and who at the same time understands Canadian conditions and Canadian problems so intimately.

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William Ewart Gladstone Murray C 137404

Born - Maple Ridge, British Columbia, 1893.

King Edward's High School, Vancouver, 1904-1908
McGill College of British Columbia, 1908.

Exhibitionist to McGill, 1909-1912.
Captained winning track team and won
inter-collegiate mile, 1911.
Made new Round-the-Mountain cross-country record, 1910.

Founded McGill Daily, 1911.

B. A. (Arts) 1912.

Journalism, Montreal, New York, South America and
West Indies, 1912, 1913.

Rhodes Scholar, Quebec Province, 1913.
New College, Oxford, 1913, 1914. Reading Jurisprudence.
Editor "Varsity" (fortnightly undergraduate paper)
Committee, Oxford Union Society.

War Service August 4th, 1914 to February 15th, 1919.
King Edward's Horse, Highland Light Infantry,
Royal Flying Corps, Royal Air Force, 2,000 hours
war flying.

1919- journalism. Special correspondent Daily Express, London.

1920-1922- Public Relations officer, League of Nations Union, London.

1922-1934- Director of Public Relations and Manager of Publications, B.B.C. In latter capacity developed Radio Times from a circulation of 100,000 to 2,500,000. Founded "The Listener", "World Radio" and other B.B.C. publications which produced in 1934 a net profit of nearly 350,000 pounds sterling.

As Public Relations Officer established and maintained B.B.C. relations with press, government departments, Parliament and public generally.

Handled political broadcasting at all British elections since 1924.

During general strike emergency period of 1925 was in charge of emergency news services replacing all newspapers for the United Kingdom.

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1932 - Brought to Canada as a special witness to appear before the Special Parliamentary Committee on Radio Broadcasting.

1933 - Brought to Canada at invitation of Prime Minister to make recommendations with regard to the reorganization of the Canadian Radio Broadcasting Commission. Travelled across Canada studying situation, subsequently submitting comprehensive report on changes in Canadian Act necessary to place Canadian broadcasting on business-like basis.

1934 - Acting Controller of B.B.C. programmes, carrying out this work in addition to Public Relations and Publications, until the middle of 1935.

Under new B.B.C. organization became controller of Spoken Word and Empire Broadcasting, including the following departments: News, Politics, Talks, Adult Education, Schools Education, Religion and all Empire shortwave programmes. Major Murray handled the political broadcasting of the 1935 General Election.

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External Affairs: Treaties & Conventions

C 137406

Re: MEMO ON NARCOTICS CONVENTION

Page 2

"governmental full powers" should read "full powers from the King".

note

[The Convention was between Heads of States, in which case full powers from His Majesty are issued, not a convention between governments, for which governmental full powers are used.]

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Coll — Drugs - Traffic in Dangerous Drugs

External Affairs: Treaties & Conventions
Convention of 1936 for Suppression of
Illicit Traffic in Dangerous Drugs

C 137407

The purpose of the Convention was fully explained by the Minister of Pensions and National Health, at the time of presenting the Bill to Amend the Opium and Narcotic Drugs Act, which has already received Royal Assent. This measure includes the legislation necessary to give effect to Canada's undertakings under the 1936 Convention.

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External Affairs
Treaties & Conventions

C 137408

Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs

This Convention was drawn up by the International Conference for the Suppression of the Illicit Traffic in Dangerous Drugs which met in Geneva under the auspices of the League of Nations. The objectives of the Conference were, first, to secure international cooperation in stiffening penalties for breaches of legislation implementing the earlier Opium Conventions of 1912, 1925 and 1931, and, secondly, to strengthen police efforts to repress the illicit traffic in narcotic drugs.

The draft before the Conference was the result of two years' preparatory work initiated by the Opium Advisory Committee. A first draft had been submitted to all Governments signatory to the Opium Conventions in 1934. Their observations and criticisms were taken into consideration in preparing a revised draft which was circulated in 1935. It was only after this thorough canvass of the competent national authorities had established the expediency of endeavouring to draw up an international

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C 137409

convention that the decision to hold the special Conference was taken.

The Canadian Government was represented at this Conference by Colonel C. H. L. Sharman, Chief of the Narcotics Division, Department of Pensions and National Health, who is also the Canadian representative on the Opium Advisory Committee and who had taken an active part in the preparatory discussions of the draft Convention.

The specific amendments to the draft Convention which, in the opinion of the Canadian Government's advisers, were needed if the new instrument were effectively to serve the purpose for which it was designed, were finally adopted by the International Conference and are incorporated in the Convention which was signed for Canada on the 26th June, 1936, by Colonel Sharman, who had been furnished with a Governmental Full Power for this purpose. The Convention requires ratification (Article 20). It will enter into force ninety days after the Secretary General of the League has received the ratifications or accessions of ten States (Article 22).

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The Convention has been signed on behalf of thirty-two countries and ratification has been completed, up to date, by India, China and Belgium.

The Minister of Pensions and National Health strongly recommends that ratification in respect of Canada be undertaken at an early date. In the case of the 1931 Narcotic Convention, resolutions approving the Convention were adopted in both Houses of Parliament and the necessary amendments to the Opium and Narcotic Drug Act were put through subsequently. A bill amending the Opium Narcotic Drug Act, which, inter alia, includes the legislation necessary to give effect to Canada's undertakings under the 1936 Convention, has already passed Parliament and received Royal assent.

When Parliament has approved the Convention the Governor in Council can then authorize ratification.

May 4th, 1938.

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C 137411

Notes re
sent to PM
2/12
r
Gen. Handwood

June 8

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External Affairs:
Treaties & Conventions

Drug Traffic in drugs

C 137412

NOTICE OF MOTION

To be moved by the Right Honourable the Secretary of State for External Affairs:

That it be resolved:

That it is expedient that Parliament do approve of the Convention of 1936 for the Suppression of the Illicit Traffic in Dangerous Drugs (Geneva, June 26, 1936), signed on behalf of Canada by the plenipotentiary named therein, and,

That this House do approve of the same.

May 4th, 1938.

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C 137413

June 9, 1938

Memorandum for the Prime Minister

N-550
1938

Re - Distribution of Convention of Traffic and Drugs.

P-655
1938

The copies of the Convention have been in the Distribution Office of the House of Commons for at least a fortnight. According to the routine of the House of Commons staff, it is the duty of the officer in charge of journals to inform the Distribution Office as soon as any document has been tabled, so that copies may immediately be sent to Members. If this usual procedure had been followed yesterday the Convention would have been distributed before four o'clock. Unfortunately, the officer in charge ~~of this~~ has just assumed these duties, and for some reason, failed to notify the Distribution Office until the question had been raised in the House this afternoon. (Moreover, the assistant in the Distribution Office had learned from Dr. Beauchesne in the morning that there was a possibility of the Prime Minister tabling the report at three.)

E.A.P.

See that copy goes to Mr. Bennett without fail / Anne

EP

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ODS/AH
C 137414 July 6, 1939.
N-550
1939

MEMORANDUM FOR THE PRIME MINISTER.

Protocol Supplementing Narcotic Convention, 1931.

January 17,1939 - despatch from the Permanent Delegate of Canada to the League of Nations, Geneva, inviting States parties to the Convention of 1931 for limiting the manufacture and regulating the distribution of narcotic drugs, to be represented at the Conference in Geneva on October 2nd,1939, for the adoption of a supplementary Protocol extending certain provisions of that Convention to dihydrocodeine and its salts (referred to Department of Health).

February 7,1939 - Department of Health recommends that Canada be represented at the Conference in question by its Permanent Delegate at Geneva, and that Canada should agree to the proposal referred to above. Observations made as to "Paracodine".

February 13,1939- despatch to Permanent Delegate,Geneva, requesting him accordingly to represent Canada at the Conference and to agree to provisions of the Convention, subject to qualifications as to Paracodine.

March 2nd,1939 - despatch from Wrong reporting that a meeting of the Governing Body of the I.L.O. would be held in Oslo in October which may conflict with the date of the Narcotic Conference and make it impossible for him to attend the latter.

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C 137415

June 13,1939 - A further despatch from Wrong confirming the above and indicating the proceedings of the Narcotic Conference are likely to be purely formal and suggesting that Mr. Rive or a member of the Canadian delegation to the Assembly might remain in Geneva after the end of the Assembly Session. (copy attached)

The Assembly will open this year on Monday, September 11th.

OS.

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C 137416

OFFICE OF THE PRIME MINISTER

MEMORANDUM

Mr. Pickering:

re Canadian Battlefields
Memorials Commission.

I phoned Mr. Senior, as you directed, and asked him to have a draft resolution of a suitable nature, and a memorandum dealing with the work of the Commission, prepared in his Department. This he agreed to do, and promised to forward the same to this office as early as possible.

R. L. F.
(R. L. FREDENBURGH)

Ottawa, March 9, 1936.

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E. A. PICKERING TO WLMK / Parl. Sessions of / Nat'l. Battlefields / Memorial Commission P-652 1937 Legislation C 137417 1937

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa, February 9, 1937.

Memorandum for the Prime Minister.

re. Canadian Battlefields Memorials Commission.

Just prior to the opening of the 1936 session, Mr. Mackenzie wrote to you suggesting that an address of thanks to the C.B.M.C. be introduced. He suggested that the resolution be moved by yourself and that Mr. Bennett be invited to second it. In your reply to Mr. Mackenzie's letter you agreed to act upon his suggestion. Towards the close of the session, however, you indicated that such action would have to stand over till the next session.

I attach a draft resolution of thanks to the C.B.M.C., in case you wish to carry out this proposal during the present session:-

If a resolution of thanks is to be introduced:-

1. Will the Government wish to have Mr. Bennett second the motion?

2. Will the resolution also be introduced in the Senate and, if so, will it be seconded by Mr. Meighen?

Papers, which it is felt you might require for such a purpose, including notes, have been prepared.

E. A. P.

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Q

for file

MEMORANDUM
Office of the Prime Minister

C 137418 6/20

Ottawa, March 5th, 1937.

The Prime Minister informed me that Council had decided not to proceed with a Resolution of Thanks at this Session.

E. A. P.

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(Copy for Mr. Pickering.)

C 137419

Mr. Bennett to second?

Idential resolutions in H. of C. and Senate?

Memorandum for the Prime Minister:

Resolution re Allward and Battlefields Commission

At the recent Legion Dinner the Prime Minister intimated that Parliament would be asked, during the coming session, to express its appreciation of the work of Mr. Allward in connection with the Vimy Memorial.

Early in 1936 Mr. Mackenzie asked that a resolution be introduced thanking the Battlefields Memorials Commission for their services. Towards the close of the Session, however, it was decided to hold the matter over until the following year. The 1937 session being a brief one, consideration of the matter was again postponed.

Would it be appropriate to introduce one resolution, expressing appreciation of the Battlefields Memorials Commission and of Mr. Allward, as designer of the principal monument. If this does not meet with approval, will it not be necessary to introduce a resolution regarding the Battlefields Memorials Commission as well as one regarding Mr. Allward?

together

E.A.P.

November 23, 1937

take away matters re

—

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C 137420

OFFICE OF THE PRIME MINISTER

MEMORANDUM

MR. KING

(3)

No recommendations for appointments to the National Battlefields Commission have been received since the Administration took office.

E. A. P.
(E. A. PICKERING)

January 25, 1938.

I want to speak to Sepouse of this
keep borrowed
K

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(2)

137421 W-127 pt. 3

P-659 1938

W-154 1938

Ottawa, March 5th, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Resolution re Allward and Battlefields Memorials Commission

Early in 1936 Mr. Mackenzie asked that a resolution be introduced thanking the Battlefields Memorials Commission for their services. Towards the close of the session, however, it was decided to hold the matter over until the following year. The 1937 session being a brief one, consideration of the matter was again postponed.

At the Legion Dinner on Remembrance Day, the Prime Minister intimated that Parliament would be asked, during the coming session, to express its appreciation of the work of Mr. Allward in connection with the Vimy Memorial.

Would it be appropriate to introduce one resolution, expressing appreciation of the Battlefields Memorials Commission and of Mr. Allward, as designer of the principal monument? Otherwise, will it not be necessary to introduce two separate resolutions, one regarding the Battlefields Memorials Commission, and another regarding Mr. Allward? Attached are alternative drafts prepared on the assumption that one resolution, referring to both Mr. Allward and the Battlefields Memorials Commission, would be satisfactory.

E. A. P.

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C 137422

FOR THE PRIME MINISTER

FOR COUNCIL: May 2nd, 1938.

SUBJECT: Resolution re Allward and Battlefields Memorials Commission;

REMARKS: Mr. Pickering's memorandum of March 5th, and draft alternative resolutions, attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN: Resolution of thanks moved by the Prime Minister, seconded by Leader of the Opposition, in the House of Commons on June 30th, 1938.

E.A.P.

DISPOSED OF:

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C137423

Draft Resolution of Thanks to C.B.M.C.
and Mr. Allward

Moved by:

Seconded by:

That this House desires to express its thanks to the members of the Canadian Battlefields Memorials Commission, ~~who served without remuneration~~ ~~whose labours~~ whose endeavours, over a period of ~~many~~ years, have served to facilitate the erection in Belgium and France of memorials to commemorate the valour and the sacrifice of Canada's soldiers in the Great War;

And, that this House also desires to record its grateful appreciation of the services of Mr. Walter S. Allward, who, as the designer of the Vimy Memorial, has given to Canada and to the world ~~as a whole~~, a work of art of outstanding beauty and character which, through years to come, will remain the symbol of the nation's efforts in the war, and of its tribute to those who, on the field of battle, sought to preserve the free institutions of ~~the Canadian people.~~ mankind.

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C 137424

Alternative Draft Resolution of Thanks to
C.B.M.C. and Mr. Allward.

Moved by:

Seconded by:

That this House desires to express its approval of the work of Mr. Walter S. Allward, who designed and executed the Monument at Vimy, and of the Canadian Battlefields Memorials Commission, with respect to the creation of the memorials in France and Belgium, to commemorate the exploits of Canada's soldiers in the Great War;

And, that this House also desires to express its gratitude for, and its appreciation of, the services of Mr. Allward and the members of the Commission; through their efforts the people of Canada have secured memorials of beauty and character, which bespeak the nation's tribute to those who, on the field of battle, served their country with valour and devotion.

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CANADA

C137425

Send original material to Keyes

(Copy for Mr. Pickering)

Mr. Bennett to second?
Identical resolutions in H. of C. and Senate?

Ottawa, March 5th, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Resolution re Allward and Battlefields Commission

Early in 1936 Mr. Mackenzie asked that a resolution be introduced thanking the Battlefields Memorials Commission for their services. Towards the close of the session, however, it was decided to hold the matter over until the following year. The 1937 session being a brief one, consideration of the matter was again postponed.

At the Legion Dinner on Remembrance Day, the Prime Minister intimated that Parliament would be asked, during the coming session, to express its appreciation of the work of Mr. Allward in connection with the Vimy Memorial.

Would it be appropriate to introduce one resolution, expressing appreciation of the Battlefields Memorials Commission and of Mr. Allward, as designer of the principal monument? Otherwise, will it not be necessary to introduce two separate resolutions, one regarding the Battlefields Memorials Commission, and another regarding Mr. Allward? Attached are alternative drafts prepared on the assumption that one resolution, referring to both Mr. Allward and the Battlefields Memorials Commission, would be satisfactory.

E. A. P.

P/R

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W-153

C 137426

Ottawa, March 29th, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Re: National Battlefields Commission vacancies

There are four vacancies, vice:

Sir Edmund Walker,
Mr. Robert Bickerdike,
Hon. Adelard Turgeon,
Sir Arthur Doughty.

The three present Commissioners are:

Sir George Garneau,
Sir Thomas Chapais,
Dr. N.A. Dussault.

Sir George Garneau wrote the Prime Minister on January 22nd, 1938 (copy of letter attached) regarding the difficulty of getting a quorum. He mentioned, in connection with the vacancies, the following names:

Col. William Wood, F.R.S.C.,
Hon. Thomas Ahearn,
Mr. Francis McLennan,
Mr. Aegidius Fauteux,
Mr. Gustave Lanctot.

No other recommendations have been received, in this office, since the present government came into power. (The Commission reports to the Minister of Finance)

E. A. P.

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COPY

C 137427

THE NATIONAL BATTLEFIELDS COMMISSION

71 St. Peter Street

Quebec January 22 1938.

Sir George Garneau,
Chairman

Lucien Pacaud, Secretary

Dear Mr. Prime Minister,

The Act creating the National Battlefields Commission (7-8 Edward VII, chap. 57) provided for the appointment of five Commissioners by the Governor in Council. This was subsequently amended by the Act 4-5 Geo. 5, to increase the number of Commissioners appointed by the Federal Government to seven.

Four vacancies exist in the Commission, vacancies created by the death of Sir Edmund Walker, Mr. Robert Bickerdike, Hon. Adelard Turgeon and Sir Arthur Doughty. The three remaining Commissioners at present are: the Chairman; the Hon. Sir Thomas Chapais and Doctor N.-A. Dussault, all of Quebec.

It has become difficult to get a quorum of the Commission when required, and I respectfully bring the matter to your attention and pray that you appoint four Commissioners.

May I be permitted to suggest that, as the carrying out of the Commission's plan is now well advanced and its work is centered in Quebec, it would be advantageous to have as many as possible of the Commissioners within easy reach of this City.

The Right Honourable William Lyon Mackenzie King, P.C.,
Prime Minister,
Ottawa,
Ont.

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C137428

It is conceivable that you might desire to know if I have any suggestions to make as to desirable names: I know that I am expressing the opinion of my colleagues in recommending the name of Colonel William Wood, F.R.S.C., of Quebec, an historian who has delved deeply into the events connected with the Battle of the Plains of Abraham and the Siege of Quebec. Other names which have come to my mind are those of the Honourable Thomas Ahearn, of Ottawa; Francis McLennan, of Loretteville, Aegidius Fauteux, of Montreal, Gustave Lanctot, of Ottawa, and possibly someone whom you would deem it advisable to select from Toronto. These names are those of men of taste and culture whom, I think, would be likely to take an interest in a national work of this character which, as you know, is carried out as a public duty and without remuneration.

It is hardly necessary to add that no hint of this has been given to any of these gentlemen, and I venture to suggest these names merely in the hope that it may be of some help.

For the information of the Honourable the Minister of Finance, to whom this Commission reports, I am taking the liberty of sending him a copy of this letter.

I have the honour to be,

My dear Prime Minister,

Yours faithfully:

"J. Geo. Garneau"

Chairman N.B.C.

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C 137429

FOR THE PRIME MINISTER

FOR COUNCIL: March 29th, 1938.

SUBJECT: National Battlefields Commission vacancies on;

REMARKS: Mr. Pickering's memorandum of March 29th re, attached.

CONSIDERED BY COUNCIL:

ACTION TAKEN: By P.C. 974, following members appointed to the National Battlefields Commission on May 2nd, 1938:

DISPOSED OF:

Col. W. C. H. Wood, Quebec,
George MacKinnon, Wrong, Toronto
James Francis Kenney, Ottawa.
Lt. Col. Oscar Gilbert, Quebec.

E.A.P.

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IH P.C. 974 C137420 153 1938

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 2nd May, 1938.

PRIVY COUNCIL CANADA

The Committee of the Privy Council, on the recommendation of the Minister of Finance, advise that the following persons be appointed members of the National Battlefields Commission created by Chapter 57 of the Statutes of 1908, as amended by Chapter 46 of the Statutes of 1914, that is to say:-

Colonel William Charles Henry Wood, Quebec;

George MacKinnon Wrong, Esquire, LL.D., Toronto;

James Francis Kenney, Esquire, M.A., Ph.D., Ottawa;

Lieut.-Col. Oscar Gilbert, Quebec.

E. J. Lemaire
Clerk of the Privy Council.

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C 137431

DEPARTMENT OF NATIONAL DEFENCE.

ESTIMATES 1938-39.

Memorandum re Canadian Battlefields Memorials Commission and the whole of the work undertaken by it.

Prior to the Autumn of 1920 the matter of dealing with eight battlefield sites (3 in Belgium and 5 in France), which had been allotted to Canada, received the attention of Parliament and some money was voted for preliminary expenses. Eventually the whole question was considered by a Special Committee of the House of Commons and as a result the Canadian Battlefields Memorials Commission was constituted (Order in Council, P.C.2146, dated 2nd. Sept., 1920).

This is an honorary Commission, the original members being:-

Major-General The Hon.S.C.Mewburn, C.M.G.,K.C.,M.P.
Lt.General Sir R.E.W.Turner, V.C., K.C.B., K.C.M.G., D.S.O.
The Hon. Rodolphe Lemieux, K.C., M.P.)
The Hon. J.G.Turriff) now deceased.
Colonel R.W.Leonard)
Secretary, Colonel H.C.Osborne, C.M.G.

In the intervening period between then and now, Senator Lemieux, Senator Turriff and Colonel Leonard, who had rendered most efficient service, died, and the work has been carried forward to completion by the remaining two members.

The operations comprised the following:-

(1) Acquisition, laying out, planting and erection of memorials upon eight battlefield sites, viz:

(a) Passchendaele - terrible battle October - November 1917.

(b) St. Julien - gas attack, April 22-24, 1915, when Canadian troops first caught the imagination of the world and when, in the words of Marshal French's despatch, they may be said to have saved the day.

(c) Hill 62 - Mount Sorrel; Sanctuary Wood and Maple Copse; the line Hooge-St.Eloi; April - August 1916.

(d) Vimy Ridge - April 9th.,1917.

(e) Dury - on the Arras-Cambrai Road; Breaking of the Queant-Drocourt Switch of the Hindenburg Line, September 2nd.,1918.

(f) Bourlon Wood - forcing Canal du Nord, September 27th,1918.

(g) Le Quesnel, in front of Amiens, 8 mile advance August 8th.,1918.

(h) Courcelette - Battles of the Somme, September 3rd - November 18th, 1916.

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C 137432

(2) ROADS OF ACCESS

Hill 62 - 1 mile 322 yards.
Vimy - 2 miles 299 yards.
Passchendaele.
Bourlon Wood.

(3) Reconstruction of trenches, Vimy Ridge, and preservation of Grange Tunnel.

(4) Bronze Memorial Plaques:

St.Nazaire, size 5 ft. x 3 ft., placed in Hotel de Ville commemorating the landing of the 1st Canadian Division, 18,000 strong, on 12th February 1915.

This was a historic event - the first occasion on which an army embodied in America landed in Europe to take part in a European war.

Mons, size 7 ft. x 3 ft. placed in Hotel de Ville, commemorating recapture of Mons by the Canadian Corps on 11th November, 1918, after fifty months of German occupation.

Before the formation of the Commission there had been expended in connection with the project of these memorial sites $91,303. Since then, and up to the close of the financial year, March 31st.,1938, there will have been expended $2,449,267.00.

This total includes the cost of the unveiling ceremony on July 26th.,1936. It also includes the work above described in connection with memorial sites, monuments, and roads, and in addition every activity of the Commission from its inception to the present date. Under this latter head may be mentioned overhead expenses of every kind - the Competition in Design and prizes and expenses in connection therewith, cost of unveiling ceremonies at St.Julien, St. Nazaire and Mons, travelling, and so on. There have been employed during the past sixteen years a number of Permanent Force officers and the pay and allowances of these were charged to the Battlefield Memorials Vote, and are included in the above total. The cost of carving 11,285 names on the Vimy Memorial was also charged to the Vote and is included in the total, but there was received from the Imperial War Graves Commission in connection with the commemoration of these names $97,511.02, which was credited to Consolidated Revenue. There have been some other items of credit in connection with the disposal of property and equipment, including the land, house and studio at 16 Maida Vale, London.

In 1921 a Competition in Design was held and, on the recommendation of the assessors, two designs were selected, one by Mr.F.C.Clemesha of Regina, which was subsequently embodied in the memorial at St.Julien, and the other by Mr.W.S. Allward, which is the monument on Vimy Ridge.

The original proposal of the assessors was that Mr. Clemesha's design should be repeated seven times, i.e. that it should be used as a characteristic Canadian monument on all of the sites except Vimy. This idea was subsequently abandoned (Order in Council, P.C. 392, dated 16th March, 1926), and six

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C 137433

of the eight sites are marked by a block of Canadian granite of special design weighing about 14 tons, surrounded by steps and bearing inscriptions describing the events commemorated.

A vast amount of preliminary work was done by the Chief Engineer, Brigadier-General H.T.Hughes, C.M.G.,D.S.O., in connection with the acquisition of the sites and road locations leading thereto. This was specially difficult owing to the condition of the ground, obliteration of land marks, etc.

The Competition in Design was completed in the Autumn of 1921 and the two artists proceeded to Europe in 1922.

The monument at St.Julien was unveiled by His Royal Highness the Duke of Connaught on the 8th July, 1923. The other sites were finished on various dates thereafter.

The site on Vimy Ridge was left till the last owing to its great scale and difficulty and to the inaccessible condition of the ground. The foundations and substructure, which are elaborate, were made ready in 1925 and 1926. Owing to difficulties in procuring a suitable stone, a final contract for the superstructure, that is the memorial proper, was not made till March 1926; and as the quarry selected was in Dalmatia, the delivery of stone on the site did not begin till 1927. It may thus be said that the Vimy Memorial took roughly ten years to complete. The grandeur of the conception, the complexity of the design, the necessity for an unusually large number of flawless stones of great size which had to be brought from a distant country raised many difficult problems. These were eventually solved and the Vimy Memorial, which comprises 6,000 tons of stone and a large amount of sculpture carving which had to be done in situ, that is after the great stones were set in the monument, was completed and unveiled by His Majesty the King on July 26th.,1936.

A feature of the memorial is the presence on three of the surrounding walls of 11,285 names of Missing soldiers, i.e. those known to be dead but the site of whose graves is unknown.

The total of members of the Canadian Forces in the category of the Missing is 18,583. According to a decision of the Canadian Government these were commemorated as follows:

Those missing in Belgium, 6,998, on the Memorial Arch at the Menin Gate of Ypres;
Those lost at Sea, 300, in Canada at Halifax and Victoria;

The balance, 11,285, on the Vimy Memorial.

Canadians Missing in the British (Imperial) Forces are commemorated at various places, notably on the Air Force Memorial at Arras.

The preparation of the sites, apart from the erection of monuments thereon, was under superintendence of the Commission's horticultural officer, Lt.-Colonel M.N.Ross, D.S.O., C.F.A., who was employed for six years, 1920-1926. After the planting was done an arrangement was made with the Imperial War Graves Commission, whose expert forces are continually on the ground, to undertake the maintenance on a repayment basis of seven of the sites (3 in Belgium and 4 in France). This has proved in the highest degree satisfactory as well as economical.

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The utmost care has been lavished upon these sites and their beauty and perfect condition is a matter of comment by all who see them. With regard to the maintenance of the surroundings at Vimy; this has been carefully considered and the Commission's conclusions are that the preservation of the distinctively Canadian character of Vimy can be assured at modest expense by the appointment of our own guardian and necessary assistants.

It is to be noted that the whole scheme entrusted to the Commission has been carried out under the superintendence of Canadian officers. Different officers have been employed at different times, but special mention should be made of the following:

Brigadier-General H.T.Hughes, Chief Engineer.
Major D.C.U.Simson, Engineer in charge at Vimy throughout the whole period of its construction.
Lt.Colonel M.N.Ross, horticultural officer who was responsible for the beautiful arrangement of the sites.

It is only just to mention also the name of the contractors for the Vimy Memorial, Messrs. Walter W. Jenkins and Company, Limited, of Torquay, England.

Their difficulties were great and the successful result is in large measure due to the courage of Mr.Walter W. Jenkins, as well as to his efficiency.

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E.A.P.

C 137435 W-153 file 1938

Ottawa, April 29th, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Re: National Battlefields Commission

Mr. Power thinks it would be preferable if the Prime Minister were, himself, to communicate with Dr. Wrong, as well as the other persons agreed upon by Council. While there is no remuneration, expenses incurred by members of the Commission are paid by the government. Meetings are held in Quebec. Normally there are only one or two meetings a year, although last year was exceptional, in that there were four meetings all told.

✓ Col. William Wood, 59 Grand Allée, Quebec;

✓ Dr. Geo. M. Wrong, 73 Walmer Road, Toronto;

✓ Dr. J. F. Kenney, Director of Historical Research and Publicity Division, The Archives, Ottawa (2-8211 Local 2473)

✓ Lt. Col. Oscar Gilbert, 131 Lockwell, Quebec.

E.A.P.

(E.A. PICKERING)

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C 137436 W-15-3 / 138

Ottawa, April 29th, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Re: National Battlefields Commission

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E.A.P.

P/R

(1) Pm. sent re acceptance
(2) memo to Mr Power
(3) D.C. kept
(4) Biogs + statements.

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C 137487

Ottawa, May 17, 1938

MEMORANDUM FOR THE PRIME MINISTER:

Colonel LaFleche, to whom I spoke about this matter, this morning, has telephoned to say that there are certain boxes in storage, which were received from the National Battlefields Commission. They are not being advertized for sale. He is having the boxes examined, and if they contain what Mr. Allward suggests, a set will be given to him without payment.

Mr. Allward will be at home between 1.00 and 1.30 p.m. today. Telephone: Hudson 4879.

(When I was unable to reach Colonel LaFleche yesterday, I spoke to Colonel Osborne's assistant at N. B. C. He told me that the pointing machines were stored here; that as far as he was aware they were not being advertized for sale, but that Colonel LaFleche was the proper official to approach.)

HH

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C 137438 W-127 Vol 3

P-659 1938

May 31, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Resolution re Allward and Battlefields Commission

Early in 1936 Mr. Mackenzie asked that a resolution be introduced thanking the Battlefields Memorials Commission for their services. Towards the close of the session, however, it was decided to hold the matter over until the following year. The 1937 session being a brief one, consideration of the matter was again postponed.

At the Legion Dinner on Remembrance Day, the Prime Minister intimated that Parliament would be asked, during the coming session, to express its appreciation of the work of Mr. Allward in connection with the Vimy Memorial.

Would it be appropriate to introduce one resolution, expressing appreciation of the Battlefields Memorials Commission and of Mr. Allward, as designer of the principal monument? Otherwise, will it not be necessary to introduce two separate resolutions, one regarding the Battlefields Memorials Commission, and another regarding Mr. Allward? The attached draft has been prepared on the assumption that one resolution, referring to both Mr. Allward and the Battlefields Memorials Commission, would be satisfactory.

E. A. P.

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Speech re

That this House desires to record its thanks to the members of the Canadian Battlefields Memorials Commission, who served without remuneration over a period of years, and whose endeavours ensured the erection in France and Belgium of appropriate memorials of the valour and sacrifice of Canada's forces in the Great War;

And, that this House desires particularly to express its appreciation of the services of Mr. Walter S. Allward, who, as the designer and architect of the memorial at Vimy, has given to the world, a work of art of outstanding beauty and character. Through years to come the Vimy memorial will remain the symbol of Canada's efforts in the war, and its tribute to those who, on the field of battle, sought to preserve the free institutions of mankind.

Mr. Bennett
Officers.

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C 137440

June 24, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Resolution of thanks to Allward and Canadian Battlefields Memorial Commission.

The inscriptions on the memorials erected in France and Flanders imply that they are to commemorate the feats and sacrifices on the field of battle of those who fought for Canada in the Great War. The inscription on the Vimy Memorial also mentions " Brothers in Arms of France and Britain". This is a special feature of that particular memorial. There is no mention, on the Vimy or the other memorials, of nurses, or of members of the naval, or air services.

E. A. P.

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Cor - Nat'l Employment Commission

C137441

Unemployment - Extracts

("Mackenzie King", p. 168-9)

"Up to the present time nothing in the nature of a national commission to supervise and co-ordinate all relief and employment effort, such as Mackenzie King has consistently and persistently advocated, has been established. The need of such a national supervising and co-ordinating agency is obviously as necessary today asit was when the Bennett government assumed office. Such a body, devising and developing a definite national plan which would embrace all classes of public works and buildings, municipal improvements, housing and slum clearance schemes, highway construction, the elimination of level crossings, tree planting and afforestation, the development of parks and of other recreational and beautification schemes, as well as the improvement of the surroundings of historic sites and monuments, and, with a view to the encouragement of tourist travel, the accessibility and approaches to areas of great natural beauty, might have madeout of these years of depression, contributions of permanent worth and character to the life of the nation.

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Coll - Natl Employment Commission

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"This is the response of Mackenzie King and the Liberal Party to the challenge of the new era. This is their pledge to the Canadian people. First and foremost, to endeavour to provide work for the unemployed and self-respecting measures of unemployment relief; next, to introduce policies which will serve to revive industry and trade; then to accord the right of way to the establishment of enduring measures of social reform."

"Mackenzie King", p. 21.

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Coal - National Employment Commission N.E.C.

C137440

NATIONAL EMPLOYMENT COMMISSION AND NATIONAL ADVISORY COMMITTEE

Whereas, employment is and has been for several years the most urgent national problem confronting the Dominion;

Whereas, owing to the division of administrative responsibility in relation to re-employment, there has been a lack of proper co-ordination among the various public and private agencies concerned with the problem;

Whereas, until such time as the normal revival of trade and industry will absorb a large percentage of unemployed workers, it is essential that steps be taken through a representative national body to investigate ways and means to create and provide employment, thus reducing the number on relief and lessening the burden upon the taxpayers;

Whereas, the aforementioned representative body should be made up of outstanding citizens ready to lend their services and experience in aiding the Government to deal with the question of employment in an effective manner;

Whereas, such body must have the co-operation of the provinces and the municipalities; it must likewise enlist the co-operation of employers and employees associations throughout the Dominion, as well as such other bodies or persons who because of their experience may be in a position

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to suggest what is practicable in the way of carrying out of plans or schemes for re-employment;

IT IS THEREFORE DESIRABLE that a commission be established which shall be known and designated as the "National Employment Commission".

PERSONNEL OF THE COMMISSION

The Commission shall be made up of representative citizens interested in national problems and desirous of aiding the Government in its endeavour to provide employment for such citizens as belong to the "Employable Classes".

The Commission shall be appointed by the Governor General in Council upon the recommendation of the Honourable, the Minister of Labour.

The number of the Commission shall be seven, but may be increased where the Honourable, the Minister of Labour so recommends.

HEADQUARTERS OF THE COMMISSION

The chief office of the Commission shall be in the city of Ottawa. It may, however, meet at other centres upon the suggestion of the Chairman or the Honourable, the Minister of Labour.

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STAFF

The Commission shall have the right to call upon any official or department of the Government for such assistance or information as it may require.

The Governor General in Council, upon the recommendation of the Honourable, the Minister of Labour, may appoint a Secretariat to perform all such clerical services and duties which the work of the Commission may necessitate.

NATIONAL ADVISORY COMMITTEE

With a view to more effectively enabling the Commission to carry out its functions, the Governor General in Council shall name a National Advisory Committee, made up of representatives of philanthropic, social welfare, industrial and occupational organizations and other groups and organizations interested in human welfare and patriotic endeavour.

The members of the Advisory Committee shall co-operate with the Commission in suggesting measures or means whereby aims of the Commission may be carried out. It shall have the right to receive assistance from any department of government in the same way as the Commission.

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The Secretary or Assistant Secretary of the Employment Commission shall act as Secretary of the Advisory Committee. It shall prepare a report of its deliberations, and submit copies of the same to the Commission and the Minister of Labour.

The first meeting of the Committee shall take place on a day and date suggested by the Chairman of the Commission. Other meetings shall be held as and when the Commission determines.

The members of the Committee shall not be paid any salary, but shall receive all expenses in connection with attending meetings.

VETERAN EMPLOYMENT AND RELIEF

The Minister of Labour shall appoint from among the members of the National Advisory Committee a special committee to be designated as the "COMMITTEE ON VETERAN EMPLOYMENT AND RELIEF" which Committee will devote itself to investigating and reporting upon measures and means to aid veterans in obtaining employment, and the providing of relief.

The Committee shall, in its reports containing suggestions and recommendations in the matter of Veteran Employment, give due and careful consideration to the information and recommendations set out in the "REPORT OF THE COMMITTEE APPOINTED TO CARRY OUT AN INVESTIGATION INTO THE EXISTING FACILITIES IN CONNECTION WITH UNEMPLOYMENT OF EX-SERVICE MEN AND CARE AND MAINTENANCE WHILE UNEMPLOYED".

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WOMEN'S EMPLOYMENT AND ASSISTANCE COMMITTEE

In order ~~to~~ more fully ascertain to what extent women in industry and commerce are affected by unemployment conditions the Minister of Labour shall appoint from among the members of the National Advisory Committee a special committee to be designated as the "WOMEN'S EMPLOYMENT AND ASSISTANCE COMMITTEE" which committee will devote itself to ascertaining to what extent women have been affected by the existing unemployment situation and to suggest ways and means to improve existing facilities for enabling unemployed women in industry and commerce to secure employment.

The Committee shall also report upon the measures to be taken and agencies established to aid unemployed women.

MINISTER OF LABOUR WILL HAVE JURISDICTION OVER COMMISSION

The Commission shall be under the control and jurisdiction of the Minister of Labour. Where a vacancy or vacancies occur in the Commission through any cause, he may recommend to the Governor General in Council the appointment of a person or persons to fill the said vacancy or vacancies.

COMPENSATION

The members of the Commission may upon the recommendation

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of the Honourable, the Minister of Labour, be paid such compensation required to indemnify them for any expense incurred in the carrying out of their duties.

FUNCTIONS OF THE COMMISSION

The principal functions of the Commission shall be the following:

(1) In co-operation with the provinces, municipalities and other private and public bodies, the carrying out with the shortest possible delay of a national registration and classification of persons on relief, differentiating between those who are capable of self-supporting work and those who because of mental or physical incapacity are unable to accept such employment as may be made available.

(2) To determine the general standards and recommend the requirements and conditions to be complied with by any province seeking a grant of funds for relief purposes from the Dominion Government.

(3) To investigate and report upon proposals for the carrying out of a programme of public works; and to co-ordinate such public works programmes; to investigate, suggest, or recommend, employment policies which over a period of years are calculated to increase the number of employed persons and to improve industrial conditions.

(4) To requisition the co-operation of commerce and

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industry in devising plans underwhich business enterprises can make year-round provision for their essential quotas of employees and the increase of employment.

(5) To investigate and report upon a system or systems under appropriate Government leadership that may be devised for the training of youth in habits and techniques of work and industry, and a thorough and well integrated apprenticeship system.

(6) To have constantly in view the purpose of the Government to increase the available amount of employment, thus enabling citizens to support themselves by their own labour instead of being dependent upon assistance from public or private sources.

(7) The Commission shall inquire from employers of labour what additional number of employees they can provide work for within the course of the six months following, the nature of the said work and the salary or wage they are prepared to pay such additional employees.

APPOINTMENT OF HONORARY LOCAL ADVISORY COMMITTEES

The Commission shall have the right, subject to the consent of the Honourable, the Minister of Labour, to appoint Honorary Local Advisory Committees composed of representative citizens

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willing to aid the Commission in the carrying out of its objects: To wit: Suggesting and reporting any such plans or schemes that if adopted will provide or increase employment for those within the locality.

SUPERVISION OF RELIEF FUNDS

The Commission shall likewise, and is herewith vested with the authority to, subject at all times to the control and direction of the Honourable, the Minister of Labour, supervise the distribution of funds voted by the Dominion Parliament for employment and relief purposes.

The Commission shall through its officers have the right to recommend or order a check upon all monies granted to the provinces to be disbursed by them for relief purposes, and the officers and employees of the Commission shall have access at any time to books, vouchers, and documents dealing with relief, kept by and in the possession of any province or municipality.

It shall have the right to recommend the withholding of grants to any province which refuses officers or employees of the Commission access to books, documents or other papers or writings dealing with relief.

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Coll. Nat'l Employment Commission N. E. C.

C137451

CONFIDENTIAL

MEMORANDUM RE NATIONAL EMPLOYMENT COMMISSION AND NATIONAL ADVISORY COMMITTEE.

Prior to the 1930 election and during the course of the election, Mr. Bennett blamed the government for the then-existing employment situation.

He placed the number of those unemployed at 117,000.

Seasonal employment in Canada is more or less inevitable because of climatic conditions.

Mr. Bennett made capital of the unemployment figures.

Promised to end unemployment or perish in the attempt.

Pledged himself, if elected, to find every man a job.

Said it was the business of the government to find jobs.

Was confident that high protection and various duties would improve situation, and solve the problem.

Misled the people in the matter of ending unemployment.

Called a special session.

Voted $20,000,000.

Notwithstanding, unemployment became worse.

Told the people things were getting better and recovery almost certain.

Number of unemployed doubled and trebled.

Still pursued his mistaken policies, and was compelled to vote huge sums for relief or public works.

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Opposition Leader stressing the seriousness of the situation advocated a representative National Commission.

Government Leader refused to appoint a Commission.

Reports concerning unemployment more alarming.

Increasing number of young men and men unattached necessitated forming of Relief Camps.

Unemployment increased Mr. Bennett's figures in 1930 from one hundred and seventeen thousand to half a million.

Government leader persisted in declaring situation was not as serious as Opposition stated.

Mr. King at each Session told Government it was treating problem in the wrong way and reiterated his belief that the most efficient means to deal with it was through a National Commission.

Opposition Leader speaking in the House on February 27, 1933, laid down policy of his party in dealing with unemployment as an urgent National question.

In his third radio address from Ottawa, August 5, 1935, pledged his party, if returned to office, to a National Commission to deal with the "immediate problem", namely, providing employment."

He was convinced better trade policies would substantially improve the situation.

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A better feeling already abroad following the completion of an arrangement with the United States and settlement of Japanese difficulties.

Sound trade policies leading to an expansion of trade will absorb growing number of workers.

Problem of unemployment not permanent since as trade improves increased employment is available.

Those seasonally employed can be taken care of through Unemployment Insurance.

Number presently unemployed constitutes a serious problem.

Must be dealt with in a practical way and as a National effort.

WORKERS DO NOT WANT DOLLARS FOR DOLES BUT WAGES FOR WORK.

Self-respecting and work-seeking wage earners must be encouraged and aided to get employment.

Memorandum of Trades Congress submitted to Government on January 15, 1936, states unemployment most grave national problem and one-tenth of population on Relief.

Makes suggestions.

Government will give suggestions consideration.

Unemployment is in the first instance a community problem since men in their social quality are members of it.

Only when the community is helpless to deal with it can

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the State be called upon to intervene.

National body can appeal to communities, encourage them to solve their local unemployment difficulties and coordinate their efforts.

A National body makes collective effort through local associations or groups more effective and enables them to share the responsibility of dealing with the general situation as well as participating in a work of national and grave importance.

It is a sharing of one anothers' burdens.

True to its promise, the Government has created a representative National Employment Commission which will be aided by an equally representative National Advisory Committee.

Each will in its own sphere enlist the cooperation of persons and organizations in carrying out the purpose for which the Commission and Committee were established, to wit:

Investigate and report upon plans to provide work for willing workers.

To deal with unemployed veterans and women, special Committees will be appointed.

Policies of the Government in relation to trade and the work of the Commission in suggesting and reporting upon ways and means to provide employment will in a measure synchronize, and thus tend to reduce the volume of unemploy-

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ment. The Commission and Committee will follow the example of the National Patriotic Fund and seek cooperation from every quarter, having ever in view that the object of the Government in the carrying out of the functions of the Commission is the suggesting and reporting of ways and means to substantially increase employment, thus reducing the almost unsupportable burdens now borne by the nation and the taxpayers.

The functions of the Commission are wide enough to embrace all that is necessary to promptly and effectively deal with the problem.

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Coll - Natl Employment Commission N.E.C

C137456

Suggestions to be Submitted to National Employment Commission re Projects and Means of Providing Employment.

(1) Essential public works and buildings calculated to give employment to a considerable number of skilled or unskilled workers;

(2) Necessary municipal improvements;

(3) The extension and improvement of highways;

(4) The elimination of level crossings;

(5) Provision of airway facilities and ground services;

(6) Large scale schemes of afforestation with a view to preventing conditions of drought and soil drifting which follow upon the absence of wholesale destruction of tree life;

(7) Means to preserve natural beauty of given territories and forest wealth;

(8) The preservation of historic sites, residences, monuments and beautification of their surroundings;

(9) Clearance of slum areas;

(10) Housing programmes;

(11) The painting and repair of buildings and fences in cities and the country;

(In this connection a Montreal organization some three years ago suggested to the then Government that as a means of providing employment for those in the building trades and in order to enable

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home owners and owners of buildings to make necessary repairs the Government undertake to guarantee chartered banks against losses sustained in the discounting of promissory notes given by the owner of the property to the contractor or workman in payment of the repairs or improvements. The note would be signed by the owner, endorsed by the contractor or workman and discounted by the bank and matured 12 or 24 months after date. Inorder to protect the Government as well as the Bank the notes would constitute a mortgage upon the property improved or repaired. A project that has been advocated for the City of Montreal and which is badly needed because of traffic congestion is a subway. The building of a subway which could be undertaken by a company whose bonds would be guaranteed by the municipality, the province and the Dominion would give employment to several thousands of skilled and unskilled workers. The subway could then be leased to the local tramways company.)

Project for Scenic Development Making Canada Still More Attractive to Tourists

(1) Improving approaches to areas of natural beauty;

(2) Development of national parks and creation of a number of smaller parks;

(3) The completion in whole or in part of the Montreal terminals;

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The Commission could well undertake to investigate possibilities in this direction which would give employment to quite a number in Montreal who are now on direct relief.

The Commission might also be asked to go into the matter of providing training in certain trades, industries and callings over a period of a year or more enabling those so trained to accept positions which would become vacant as industry expands and trade improves.

The Commission could likewise suggest the calling of a national conference of employers with a view to ascertaining in what measure employment can be increased either because of efforts made by industry or in co-operation with the provincial or Federal Governments.

The Commission might also discuss and investigate the possibilities of shorter shifts so that an increasing number of workers, and particularly those presently on relief, could be given employment.

The Commission could likewise investigate and seek expert advice in connection with the opening of new industries. According to information published in the Press throughout the country there is likely to be considerable dearth of houses when once employment increases. Since workers in the building trades constitute a considerable number of those presently unemployed and who when employed receive high wages thus increasing purchasing power, every possible avenue should be

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explored in connection with a housing plan or plans for as young men of marriageable age find employment they will require homes and a constructive housing plan would provide these homes.

The Commission might also enquire from provincial governments what they are prepared to do in the way of development that would increase employment. Any plan or plans submitted or improvements suggested by provincial governments that permit of co-ordination between such governments and the Dominion Government should be given serious consideration.

The Commission should likewise point out to employers generally that unemployment should be regarded as a charge upon industry and that industry itself should make every effort to provide employment for those who, through no fault of their own, are displaced.

The Commission could also discuss with employers the possibility of those employed in seasonal trades being given a training in some other calling so that they might be continuously employed.

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Coll - Nat'l Employment Commission

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PART II

The National Employment Commission

Throughout the period of depression when the Liberal party was in Opposition, it had advocated the appointment of a commission of experts and of representatives of various phases of the national economic life, to examine the whole extraordinarily complicated problem of employment, and to make recommendations to Government with a view to increasing the volume of employment in Canada. That policy was steadily resisted by the Government on the ground that the appointment of such a Commission would be an "insult to the provinces". That this was only a pretext was shown by the unanimous endorsation of such a Commission by the provinces at the Dominion-Provincial conference of 1935. Under the last Administration, there was much misdirected effort and wasteful expenditure. As the Employment Commission stated, the agencies of re-employment, had been insufficiently developed or co-ordinated, aid had been afforded without adequate regard for the causes of distress and with insufficient safeguards, while there was also a fluctuating and expensive policy of public works and a progressive unemployability of those in receipt of aid, and a growing concentration of unskilled workers and workers of the older age groups in the larger urban centres. Yet it was of vital importance

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to the country that its attack upon the problem of unemployment should be constructive rather than destructive, applying remedies rather than mere palliatives, and that the works upon which money was expended should constitute a permanent addition to the national wealth.

The National Employment Commission Act was assented to on April 7th, 1936, and the Commission was appointed on May 13th, and held its first meeting on June 1st-2nd, 1936. Its aims were to find ways and means of providing remunerative employment, to make a nation-wide co-operative effort at reducing the numbers on relief, to secure effective co-operation not only from provincial and municipal authorities, but also from employers' and employees' associations and other public and private agencies, and to co-operate with the provinces and the municipalities in the administration of relief. Its duties were to carry out national registration and classification of persons on relief, to recommend conditions on which grants should be made to provinces, to recommend means to secure proper control over expenditures, to investigate proposals and recommend measures for programmes of public works, to investigate measures of co-operation with commercial and industrial groups, to investigate plans for the establishment of the apprenticeship system in industry, to recommend a long-range plan of national development,

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and to supervise expenditure of public funds and perform administrative duties assigned by Government-in-Council. D92

The "Final Report of the National Employment Commission" was submitted to the Minister of Labour on January 26th, 1938, but many of its recommendations and conclusions had been before the Government and acted upon long before that date. Its recommendations may be briefly summarized as follows:

Adequate registration and classification of all those receiving aid or assistance, in view of the importance of providing remedies applicable to different types of distress, or at least dealing with different groups in the manner appropriate to each.

The carrying on of the Home Improvement Plan which had been promoted by the Commission and incorporated by the Government in the Home Improvement Loan Act of 1937.

The early enactment of housing legislation with a special view to giving increased employment in the construction industry and the provision of decent housing accommodation at low rentals. (This was carried out in the National Housing Act of 1938.)

The appointment of an Advisory National Tourist Committee representative of all the provinces, with a view to promoting the tourist trade, thus providing additional employment in catering to the varied needs of tourists.

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The provision of youth training to maintain the morale of those young people who cannot immediately be absorbed by the labour market, together with rehabilitation training for older workers.

Rehabilitation through land settlement by the provision of assistance in establishing new settlements on unimproved lands and in re-establishing on improved lands in good localities, settlers now located in districts unsuitable for agriculture.

The modernization and extension of the Employment Service of Canada, with a view to the better linking together of employer and employee, and the determination of the employability of those on aid. The Service to be under national direction so far as all broad principles and policies are concerned, but with "such measures of decentralization as will provide effective handling of problems peculiar to each province."

The co-ordination, when constitutional and financial conditions permit, of a nationally administered system of unemployment insurance and employment offices, buttressed by a nationally administered system of employment aid.

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Cyle Unemployment

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Projects to be referred to the Commission.

The Commission's activities will fall into three main divisions: the providing of work, the affording of relief, and the carrying on of research.

As soon as set up, the Commission will be asked by the government to study a large number of projects, to determine which are best suited for the purpose of affording employment to the largest numbers at the least cost to the state. The Commission will, for example, be invited to examine into the advisability of instituting such projects as a national program of reforestation, which will serve to preserve our forest wealth, to enhance the scenic value of our country, and to prevent thos climatic changes and conditions of drought and soil drifting which follow upon large scale destruction of tree life; a scheme of scenic development, including the building of recreational sites and facilities, the beautification of highway routes (every highway a tree-way), and the preservation and improvement of historic sites and monuments; the improvement of travel facilities, through the elimination of railway level grade crossings, and the removal of dangerous curves and features of the highways; an extension of the national park system, by setting aside additional large areas, while this is yet possible, at reasonable cost, and the improvement of the avenues of approach to the parks already in existence; the beautification of the

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Dominion capital and other cities, through the creation of parks, driveways, and recreational centres; housing programs, to provide for the erection of new dwellings, and the clearance of slum areas; the painting and repair of buildings, both in the cities and the country, and, in the latter, of barns and fences as well; the revival of airway facilities, and providing of ground surveys to enable Canada to take advantage of her place in the air routes between the United States and Europe, and between the United States and Asia.

As a result of the Commission's studies, recommendations will be submitted to Parliament and the Legislatures, for whatever action may be necessary to provide for the schemes which the responsible bodies may decide to inaugurate.

Much of this work can only be carried out effectively by arrangement between the various governments. It can only be instituted by a national representative commission, which will enjoy co-operation of all governing bodies in Canada. It has in view a long range scheme of national development, to increase the social capital of the country as distinct from the private capital.

The employment which it is proposed thus to provide through a Commission is all in the nature of constructive work. It will seek to improve and to beautify our country. It is of a kind which should appeal to the imagination, and should arouse

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the interest and enthusiasm of those who may be assigned to it.

If a Liberal Administration is returned to power, the relief camps will be transferred from the Department of National Defence, and such of them as may still be necessary placed under the Commission. The single, homeless unemployed will be given the opportunity of working on constructive schemes, such as those which I have just mentioned. While necessarily there must be a difference in the rate of payment to persons dependent upon the state and those employed by private enterprise, so that there may always be inducement for men to enter private occupations as opportunities arise, the single, homeless unemployed, at present in relief camps, will be paid wages in return for their work. In addition, provision will be made, in such camps as the Commission may operate, for the education and training of the men in methods calculated to be of service to them in their re-establishment in the economic life of the country. Labour exchanges and every agency possible will be used to assist them in their rapid incorporation in the economic life of the country. Every effort will be made to see that the work provided for these men will be in the nature of service to the state as a whole; they will be employed as free and independent citizens on work of a character

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which will give them pride in the work itself, and cause them to feel that they are, in the broadest sense, serving the state and helping it in performing services and creating facilities of national importance, and making a substantial contribution to the national life.

The Commission will also be instructed to provide a more scientific and more uniform systems of affording direct relief. The multitudinous and conflicting systems now in operation in different parts of Canada will be subjected to careful study, and more orderly and economical methods devised.

While carrying out its main functions of providing work and affording relief, the Commission will also collect and analyse information on all angles of the unemployment problem. It will see to the registration of the numbers of unemployed, making surveys of the employment available in various industries, from year to year, and generally collecting all data which may be of help in dealing with this and kindred problems.

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PROJECTS WHICH MAY BE REFERRED TO UNEMPLOYMENT COMMISSION FOR SURVEY AND STUDY.

1. Reforestation -

To include aforestation (planting of trees where they do not already exist);

importance of trees in scenic value of country;

factor in climate;

preservation of our forest wealth.

2. Scenic Development -

Creation of recreational sites and facilities;

preservation and improvement of historic sites;

increase in number of tourist camp sites.

3. Improvement of Highways and Travel Facilities -

Beautification of highway routes - "Every highway a treeway";

removal of dangerous curves;

elimination of railway level grade crossings.

4. Beautification of capital and other cities -

Parks;

driveways.

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5. Housing -

Housing schemes in cities;

slum clearance;

house repair programmes - painting, etc., both in country (also barns, fences, &c.), and cities.

6. National Parks -

Improvement and addition to facilities in, and improvement in highway routes to.

7. Airways

"Ground Services"

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Cold - Employment C 137470
Employment Commission?

YOUNG MEN'S TRAINING CENTRES.

The Committee recommends the establishment of young men's training centres in all large urban centres across the Dominion. The object of such centres would be to train and re-condition members of the young unemployed group, eighteen to twenty-five, to assure their physical and mental fitness and raise the level of employability. (Study has been given to similar centres in England, and some pertinent remarks from official bodies as to their necessity and method of operation will be found in Appendices F-1 and F-2.) Such centres would operate in conformity with the following general principles:

(1) Open to all unemployed young men up to twenty-five years of age.

(2) That they provide opportunities for occupational training, education and recreation.

(3) That such occupational training need not be for specific trades but rather of a general sort designed to maintain or improve employability. It is desirable, however, in giving such general occupational training, that due regard be paid to the types of employment opportunities in individual local areas.

(4) That such centres should utilize to the maximum degree existing available facilities and voluntary organizations operating in this general field (school equipment, such as technical-shop facilities, gymnasium, swimming pools, Y.M.C.A.'s, Church gymnasia and halls, disused factories, etc.)

(5) That a large measure of discretion be allowed in local centres in the organization of programme. It is understood, however, that the programme should be organized along the three main lines indicated: occupational training of a general character, including such instructional classes in academic or vocational subjects as might appear necessary and feasible; recreation, including games, physical training and social recreation; general education, including reading, discussion groups, lectures, etc.

(6) In all such centres, due regard should be had at all times for the fact that the ultimate aim is suitable employment. A further feature of such centres, would, therefore, be a programme of vocational guidance and counselling, including provision for talks or lectures on various industries, interviews with suitable persons and psychological testing in specific cases. The centres should not, however, undertake to act as an employment agency. Vocational guidance activities would lead to contact with the regularly organized employment service of Canada. (It is assumed that such work would be increasingly effective under a re-organized employment service.)

(7) Such centres would operate under local committees appointed by the Minister or his representative, who, in this case, might be the director of the centre. Such committees (and any other local committees set up to assist in the administration of various features of the youth programme) should be appointed with due regard to the following qualifications:

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(a) Knowledge of, and personal interest in, young people and their problems;

(b) Special knowledge of educational and industrial conditions;

(c) The representative character of the persons qualified as above, consideration being given to the following types of organizations or persons:- employers, Trades and Labour Councils, educational organizations, social welfare and religious organizations, private interested citizens.

Each Committee should elect its own Chairman, but the secretary should be the individual chosen to operate the centre. All members of such committee should act on a voluntary basis. The duties of such committee shall be to assist the director of the centre in planning programmes, in creating community good-will for the work of the centre and, to establish such contacts with employers and organized labour as may conduce to the achievement of the general aims for which the centres are established.

(8) Each centre shall operate under a director appointed by the Minister, with due regard to his suitability for the position. Such officer shall hold office at the Minister's pleasure. He shall act as secretary of the local committee and shall have general responsibility for planning and directing the work of the centre.

(9) The Committee points out that the late autumn and winter is the proper season of the year for opening and operating such centres as are described. It is also aware of the difficulties involved in setting up any such programme of training centres on a large scale without previous experience. Furthermore, it recognizes that there is wide variety in local conditions which would, unquestionably, affect the organization of given centres. It feels, however, that there is an urgent necessity of taking some constructive action immediately to deal with unemployed youth domiciled in our large cities.

(10) The Committee, therefore, recommends that a certain number of centres should be opened in the near future in selected municipalities. The operation of such centres would provide experience on the basis of which the services could be improved and expanded as time went on, assuming that there was a continuing necessity for such action. In view of the shortage of time the organization of centres opened this winter might vary considerably from that suggested as permanent. For instance, it might be possible to operate at least a number of such demonstration centres under the auspices of voluntary organizations already operating and having some experience in the general type of programme described (e.g.Y.M.C.A., Jeunesse Ouvriere Catholique, Workers' Educational Association, etc.). In any such cases, however, the centres should be operated, in so far as possible, along the general principles herein laid down and under the supervision of the Federal government and financed by government Grants-in-aid.

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(11) The Committee is of the opinion that the general plan herein described would fall into the category of projects, visualized under the "Vocational Education Act, 1931," (Appendix C-2) and that the funds appropriated in that Act could by suitable action and with approval of the provincial authorities concerned, be made available for the operation of such a plan.

(12) As an immediate program the Committee recommends that as many centres as possible be established in the larger cities of the Dominion with the idea of adding thereto in other localities as organization permits.

While the number of men to be handled at any given centre would, necessarily, vary according to local conditions and facilities available, it is assumed that any centre should plan to handle at least a minimum of two hundred and fifty (250). With proper equipment and organization any one center could handle up to a maximum of five or six hundred. This plan, therefore, provides for some training and reconditioning this winter for young unemployed to the numbers of seven to twelve thousand.

(13) The Committee does not believe that a large number of such centres can be established during the current year. There is undoubtedly, however, just as great need in smaller cities and towns for some such programme. The Committee, therefore, recommends the following procedure:

That in any other localities or areas, voluntary agencies or municipal governments, desiring to take the initiative, may organize activities on the general lines indicated. Any such plans (having been approved as satisfactory by the provincial authority concerned, if such approval be necessary, and, subsequently approved by the federal authority) would be open to financial assistance on the same general basis as the centres established under Section 12.

This method of procedure places the responsibility locally, permits of the widest possible use of existing agencies and, prevents any charge of neglect or favouritism being levelled at the federal authority responsible for the establishment of Young Men's Training Centres. It also provides for some reconditioning and training of young people throughout the country, domiciled in other than large urban centres.

It is, of course, impossible to give any estimate of the number of localities that would take advantage of this provision, or, the number of young men who might be served, but in any case, it places the responsibility squarely where it belongs, i.e. on the local community, while at the same time permitting federal regulation and control by means of the approved grants-in-aid.

(14) Due to the lack of experience in the operation of any such centres and to the wide variety of individual circumstances that will affect the organization, it is extremely difficult to give any accurate estimate of costs. An attempt has been made, however, to estimate, roughly, the cost of operating a typical centre, (Appendix F-3), and this calculation would indicate that the total appropriation for a year should be in the neighbourhood of $350,000 or $400,000. More accurate details of costs would, of course, be available as soon as the work was undertaken and experience was gained.

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ROUGH ESTIMATE OF ANNUAL COST OF OPERATING

YOUNG MEN'S TRAINING CENTRES

For One Typical Centre.

Rent of Premises (say)	$	750.00
Heat		400.00
Light and Water		100.00
Phone		50.00
Equipment - (including furniture,tools,books of specific interest for the library, magazine subscriptions,etc.)		1200.00
Salaries - Director		1800.00
Assistant (In larger centres)		1200.00
Various instructors, - full and part time as may be necessary,- figure say 4 at $750.00		3000.00
Janitorial staff - possibly using some of the young people on part-time, say		500.00
Total	$	9000.00

It is obvious that it is only possible to give a very rough estimate. Conditions will vary considerably in different localities. Rent, for instance, will be more or less dependent on the type of premises acquired. The figure quoted is used as a rough average.

Equipment does not include any allowance for expensive machinery, as it is assumed that, in most cases, it will be possible to obtain the use of existing shop equipment in schools. The allowance is only sufficient to provide for a minimum essential equipment.

It is further assumed that additions to equipment in the way of tables, benches, etc., may be made by the members of the centre as part of their class work.

In the library only such books would be actually purchased as were felt to be necessary or desirable to have actually on hand in the centre, but some provision should be made for providing a certain number of current periodicals.

Salary of staff will be entirely dependent on the type of person engaged, his experience and qualifications. The majority of the instructors will probably work on a part-time basis receiving hourly pay. It is thought, however, that the provision that is made, should be ample for anything except a very large centre carrying a wide program.

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Coll-Natl Employment Commission

C 137474

Unemployment

Proposal for Commission re

made by Mr. Mackenzie King.

Special Session 1930:

page 162, Sept. 12.

The other comparison my hon. friend made was of the money which was voted by this parliament for the purpose of providing relief for the distress arising out of the explosion which took place at Halifax. If I recollect aright, this parliament established a commission for the purpose of administering that relief fund, and all the accounts of the commission were audited by the Auditor General, who is an officer of this house.

If that course were adopted in connection with the expenditure of this $20,000,000, I think so far as the auditing is concerned it would be wholly satisfactory. Indeed, I think that would have been entirely the best plan for the government to have adopted - to have appointed a special body for the purpose of administering this fund, to have made that body responsible for every dollar of the expenditure, and to have had the accounts audited in detail by the Auditor General of this country.

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C 137475

Session 1931:

page 2710, June 16.

If I may I should like to conclude with one constructive suggestion. The ministry have done nothing to meet the present situation and I should like, if I may be permitted to do so, to make one suggestion which I would ask its members to consider. The minister of Labour has said that there is no need for any conference at the present time. I say there is need for two conferences. There is need for a conference between the dominion and the provinces to discuss financial arrangements, and to come to some method of delimiting the fields of revenues and expenditures and so arranging matters that taxes in municipalities, provinces and the dominion alike will not be unnecessarily increased at a time such as this. There is need for a second conference namely a conference of employers and employees, representatives of trades unions, representatives of associations of employers, representatives of provinces and manufacturers, of transportation companies, of agricultural organizations, of representative women's organizations, of all those different bodies which represent an informed public opinion. They should immediately all be brought together here in conference to discuss the best means of meeting the present situation and that which is likely to develop through the approaching winter. At a conference of the kind there should be organized an unemployment relief board which would be in charge of the management of the whole unemployment situation.

During the period of the war it was thought advisable to have a purchasing commission to look after the purchase of supplies required for purposes of war. It was thought desirable also to have a fuel board or a fuel controller to look after the supply of fuel. It was thought advisable also to have a food board with several controllers in charge. The British government found it desirable to have a munitions board to see that the supply of munitions was maintained, and in Halifax at the time of the explosion it was found desirable to have a relief commission which had to do with the expenditure of $20,000,000, the same sum as was voted for unemployment at the special session of parliament last year. I would suggest that the Prime Minister bring together all the

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representative bodies I have mentioned, that the gathering be non-partisan in character, its members representing whomever they may so long as they are in a position to speak for large representative groups of the community. Let the conference itself construct or name a board to handle unemployment relief for this year so far as the federal government's obligation is concerned. (Let that board seek to coordinate the work between the provinces, the municipalities, all public bodies and private organizations. Why should not the Red Cross Society and like organizations be utilized in times of peace as well as in times of war to perform useful services in connection with the unemployed and the needy? I am sure its members would welcome the opportunity.)

.....

I make my suggestion in all good faith, not as the leader of a party—and the Prime Minister laughs at it; the Prime Minister laughs!

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Session 1932

Page 7, February 5.

"In speaking of Senator Robertson's breakdown, may I say that I believe my right hon. friend will now see that the suggestion and appeal, made in all earnestness, that the great work of unemployment relief should be carried on by a commission and not be left in the hands of a single minister of the crown at a time such as that through which the country has been passing, was a very wise and prudent one. I hope the present Minister of Labour, viewing the situation as it is in Canada today and as it is likely to remain for some time to come, will carefully consider whether even yet in his own interests, the interests of his colleagues, the interests of the government and the interests of the country it is not desirable to have this great work of administering unemployment relief in the hands of a properly constituted relief commission. After all, ministers of the crown have enough in the way of responsibility in administering the regular work of their departments, and when a task which is quite exceptional has to be undertaken, it may be necessary to carry it out by exceptional methods."

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Hansard, Feb. 10, 1932

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"Last year I made the practical suggestion that the government should refer to a group of expert economists or social workers the great question of the relief of unemployment, and that the body in existence to which I have referred might very well be the agency under which, for a period of at least a year, such a group might function. That suggestion was along practical lines and was one of which the ministry might well have taken advantage. They have not appointed a commission to investigate unemployment relief; everything was left to a minister of the crown who has broken down through the strain and stress of his duties. We have been spending millions of dollars of public money on unemployment relief and have nothing to show for it except an increase in the public debt. On the other hand, if there had been a body of trained and interested minds working on this question the ministry might at this time have been in a position to go forward with just the sort of further action the mover of the resolution has in mind. Some practical scheme laid before this parliament relating either to unemployment insurance or to some more effective means of cooperation between the provinces and municipalities, and the Dominion government would have been a vast help in dealing with existing conditions."

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Hansard, March 1st, 1932.

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"I suggest to the ministry that immediate steps be taken to appoint an unemployment relief commission, or committee, or whatever you may like to name the body. Ask the Dominion Trades and Labour Congress to nominate to that body some person or persons in whom they have the greatest confidence; ask other leading labour organizations to do likewise; ask the manufacturers' and employers' associations to name one or two members also; ask the union of municipalities to name a representative; ask the Canadian Chamber of Commerce to name its representative; ask the provincial governments, if you like, to name their representatives; ask the Red Cross, which has had to do with administering relief, to name its representative. Let us have a body of experts and allow them to make recommendations to this parliament of what in their opinion may be necessary in the way of enactments or appropriations. Let them effect the necessary cooperation between the dominion and the provinces and the municipalities. We will then have something to guide us and help us to meet the situation."

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Hansard, March 1st, 1932

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"Having given some study to the question of methods of unemployment relief, as well as to other phases of the industrial problem, I may be permitted to recall one instance in particular of which I have personal knowledge where a great state, confronted with the problem of unemployment, adopted a course somewhat along the lines I have just been indicating. The method which was adopted contemplated a most effective form of cooperation between the state, and municipalities, organizations and individuals. I should like to indicate what form that cooperation would take in this country if a similar method were applied here. I would suggest that, wherever work is being done in a municipality, the agencies of that municipality should be employed in the first instance to the extent to which they are capable of being employed. Municipalities have those in charge of their road work and work of construction. Allow, or rather oblige the municipality itself to provide its overseers, its superintendents, its supervisors and so on; allow it to provide what may be necessary in the way of equipment, tools, supplies, and the like. Let that kind of thing be done by the municipality. It will feel its interest; it will use economy in regard to its own expenditures. Let municipalities do all that they can do, and, when they have done all that they can, let the provinces come in with their facilities and special agencies for supervising work, for contributing supplies and the like. So far as the dominion government is concerned, let it come in when it has had an opportunity of coordinating the work as between the municipalities and provinces, and contribute its money in such a way that it will be used exclusively to pay the labour that is employed, not one cent of it going for supplies or tools or equipment or superintendence or in payment to contractors engaged on relief work."

.....

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Hansard, March 1st, 1932

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"I offer that as a practical suggestion and I do hope my right hon. friend will accept it, and that he and his government will give it consideration."

.....

"I am trying to induce the government to establish some representative body in which the country will have confidence."

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Session 1932:

page 2365, April 26,

The other suggestion which was made from this side, and which I think has everything to commend it, was that an unemployment relief commission should be appointed to administer federal relief funds, that there should be some body specially charged with the administration of the vast sums being given to the provinces, and in part paid out directly for relief. Two years have gone by in which a great deal of very valuable material might have been gathered to guide this house in subsequest legislation on unemployment, but we have, as I have said repeatedly nothing to show at the present time for the millions that have been expended on relief except the additions to the public debt, and what appears in the way of statistics in the blue books. We have no report from any body indicating wherein some scheme of unemployment insurance would help to meet the situation more effectively. We have had no opinions of experts dealing with this question, which of all the economic questions of the day necessitates expert opinion.

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C137483

Session 1932-1933

Hansard pages 26-27, Oct. 10, 1932

May I then repeat to the Prime Minister what I have said at each previous session: Can he not turn over the problem to some group of persons who at least are in a position to help to work out some kind of solution with respect to it? I come back to what I proposed at the special session when parliament was called to deal with this question, and what I have repeated at each session since, namely: that there should be appointed a national committee or commission which would have to do with the administration of moneys voted by the federal treasury for the purpose of unemployment relief, that in an emergency such as exists at the present time this committee should have regard for the problem as a national one and should work in conjunction with the provinces and with the municipalities not doing their administrative work, but having a say in the manner in which federal moneys shall be expended.

.....

What I suggested first, what I have repeated each session, and what had been intended by the Liberal administration had it been returned to power was that in the first instance there should be called a conference, that would be representative of the different interests in the country likely to be most concerned in this problem; that there should be represented at that conference the Dominion Government, the provinces, the leading municipalities, important industrial enterprises such as the great railway systems, representatives from the Chamber of Commerce of the Dominion, from the Canadian Manufacturers' Association, from the Dominion Trades and Labour congress, from other labour organizations, from the Salvation Army, from the Red Cross, indeed, from all those organizations that are familiar with phases of these great social questions; that that conference of men and women informed on matters of the kind should be allowed to discuss what measures in their opinion should be adopted. Then out of their number to be nominated by them, or from among others whom the government might wish to select as a representative body, there be a committee or commission appointed and that body given charge of the whole question of unemployment relief. That step ought to have been taken two years ago, and it

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Session 1932-1933

pages 26-27, Oct. 10.

ought to be taken to-day.

pages 1457-8, Nov. 22.

May I remind the house that at the special session of 1930, called to deal with the problem of unemployment, I advocated very strongly the immediate calling of a dominion-provincial conference to discuss the very questions referred to this evening by the right hon. the Prime Minister. I pointed out that there were many social services which were being undertaken by the provinces, some of which, I thought, could, to the advantage of Canada as a whole, be taken over by the federal administration and made a matter of federal concern. I pointed out also that there was need for consideration of the financial arrangements between the provinces and the dominion, and their revision, and I begged hon. gentlemen opposite not to continue without further consideration their grants in aid to the provinces for one purpose or another until this conference had been called.

.....

page 2466, February 24,1933

My hon. friend will recall that, when we met for the special session of 1930 which was called to deal with the question of unemployment, it was stated from this side of the house by myself as leader of my party that we felt that what should be done by the government in attempting to deal with the unemployment problem was to appoint a representative, non-partisan commission which would take in hand the question of unemployment relief as a great national question and deal with it in much the same fashion as the government of the day dealt with the question of caring for the families of the men who went overseas during the period of the war.

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Session 1932-1933

page 2510, Feb. 27

As unemployment is a matter of very great concern I shall give it first consideration. The Liberal party believes unemployment is Canada's most urgent national problem. It would deal with the present emergent conditions through a representative national commission which would cooperate with the provinces and municipalities in the administration of unemployment relief, and in an endeavour to provide work for the unemployed. As permanent measures the Liberal party is pledged to introduce policies which will serve to provide employment by reviving industry and trade, and to introduce a national system of unemployment insurance.

.....

pages 3443-4, March 27.

May I say to the minister and to the government that in my view, another strong objection to the measure is that it gives no evidence of any comprehensive, coordinated, constructive policy on the part of the administration in dealing with this great problem of unemployment. It should have afforded the basis for a truly national people's movement which would have linked up the activities of individuals or organizations, municipalities and provinces in one great national endeavour to provide work and sustenance for all. After all, unemployment is the greatest problem before the people of Canada at the present time. The ministry to-day is simply washing its hands of any direct obligation in the matter apart from contributing money out of the federal public treasury for other public bodies to spend. That has been the mistake from the beginning. The government at the outset should have had its own policy and, in so far as federal moneys were being spent, they should have been spent under the direction of a commission which would have accounted for every cent to the ministry, and through the ministry, to parliament.

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Unemployment

Proposal for Commission re

made by Mr. Mackenzie King.

Session 1934:

page 40, January 29.

> Moreover, the opposition asserted that unemployment was Canada's most urgent national problem and advocated very strongly that there should be a representative national commission to have charge of the superintendance of all work relating to unemployment relief, a commission that would be able to coordinate effort from the Atlantic to the Pacific, to cooperate with the different provinces and municipalities in the administration of unemployment relief, in an endeavour to find work for the unemployed and to see to it that federal moneys were spent in the most economical manner possible.

Hansard

page 1976, April 9.

> I suggested that in regard to unemployment relief we should have a national commission, just as in war time we had the national patriotic fund organization, broadly representative of the interests of capital and the interests of labour and organizations such as chambers of commerce and boards of trade, the Salvation Army, the National Council of Women, the Red Cross, and the like, that have to do with these great questions. I suggested that a representative body of that kind should be formed, given power under act of parliament, and made responsible to the government through the Minister of Labour for the way in which this relief should be carried out, coordinating the work of the provinces and the municipalities. But that idea was scoffed at.

2

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Session 1934:

page 2175, April 16.

The suggestion from this side has been that any relief scheme, under which millions of dollars were to be spent, should be administered by a national commission broadly representative of all parts and interests in the country; that this commission could gather information and report to parliament and thus help to lay a foundation for the changes in the British North America Act which might be necessary in order to bring about a proper national control of the great problem of unemployment, that the problem might be dealt with by national rather than provincial means.

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Session 1935:

page 52, January 21.

Here, as elsewhere, I wish to cite a part of Liberal policy which is not being put forward to-day for the first time on the eve of an election but which has been our policy from the start. It is the policy which I advocated years ago and at the first session of this parliament and which I have advocated every session since, as hon. members well know. What is the first item which appears in the published statement of Liberal Policy?

Unemployment of First Concern.

> The Liberal party believes unemployment is Canada's most urgent national problem. It would deal with the present emergency conditions through a representative national commission, which would cooperate with the provinces and municipalities in the administration of unemployment relief, and in an endeavour to provide work for the unemployed.

That is a step which, if it had been taken at the time, or if it had been taken in any year up to the present, would have served to coordinate all the efforts that are being put forth by the dominion, the provinces and the municipalities to provide work for the unemployed. It would have saved a waste of millions of dollars and would have helped relieve the situation to a degree to which it has not begun to be relieved. The Prime Minister has no constructive plan of that character even yet, and he has not put anything of that kind in the speech from the throne. Again I say to him that if he wants to deal with this problem as it should be dealt with, he should have a representative national commission to deal with this matter. What else might have been done? What did I point out at the time I was advocating this step? I pointed out that such a commission could, amongst other of its duties, gather the necessary data on which to base an unemployment insurance scheme. Had this step been taken we would have known ere this who were the men and women best qualified to hold positions in connection with any national commission dealing with these questions.

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C137489

Session 1935

Hansard pages 162-163, January 24.

Right Hon. W. L. MACKENZIE KING (Leader of the Opposition): Mr. Speaker, this is the sixth session of this seventeenth parliament. If the suggestion that was made by the opposition in the first session with respect to the appointment of a national commission whose duties it would be to supervise all efforts at relief and methods of securing employment for the unemployed had been adopted, this motion would not have been necessary at this time because its objectives would have been attained long before this.

Hon. members I think will recall that at the first session of this parliament, the so-called special session, and all subsequent sessions, I stressed very strongly the desirability of the government, in dealing with the problem of unemployment, appointing a national commission or committee, a body that would be representative of the more important industrial and philanthropic interests in the country, of employers and employees, of railway companies, of such organizations as chambers of commerce, the manufacturers' association, the trades and labour congress, the Salvation Army, the Red Cross and bodies of that sort, which national commission would be a body formed for the purpose of administering expenditure of federal appropriations for relief purposes and supervising and linking up all efforts at relieving unemployment and providing work by coordinating whatever might owe its origin to funds provided by the federal government, provincial governments and municipalities or other bodies.

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Coll - Nat'l Employment Commission
Mr Pickering
file

C 137490

Rt. Hon. W. L. Mackenzie King

re

Employment Commission

Hansard, June 16, 1931,
page 2711

"Let that board seek to coordinate the work between the provinces, the municipalities, all public bodies and private organizations. Why should not the Red Cross Society and like organizations be utilized in times of peace as well as in times of war to perform useful services in connection with the unemployed and the needy? I am sure its members would welcome the opportunity."

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Coll ~~Unemplo~~ Nat'l Employment Commission
National Emp. Comm.
Rt. Hon. W. L. M. King C137491

SESSION 1932-1933

Hansard - pages 26-27, October 10, 1932

What I suggested first, what I have repeated each session, and what had been intended by the Liberal administration had it been returned to power was that in the first instance there should be called a conference, that would be representative of the different interests in the country likely to be most concerned in this problem; that there should be represented at that conference the Dominion Government, the provinces, the leading municipalities, important industrial enterprises such as the great railway systems, representatives from the Chamber of Commerce of the Dominion, from the Canadian Manufacturers' Association, from the Dominion Trades and Labour congress, from other labour organizations, from the Salvation Army, from the Red Cross, indeed, from all those organizations that are familiar with phases of these great social questions; that that conference of men and women informed on matters of the kind should be allowed to discuss what measures in their opinion should be adopted.

SESSION 1934

Hansard - page 1976, April 9

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C137492

SESSION 1935

Hansard - pages 162-163, January 24

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Coll - Nat'l Employment Commission

C137493

Revised Hansard, January 24, 1935

re

Employment Commission

Right Hon. W. L. Mackenzie King (Leader of the Opposition)

"Hon. members I think will recall that at the first session of this parliament, the so-called special session, and all subsequent sessions, I stressed very strongly the desirability of the government, in dealing with the problem of unemployment, appointing a national commission or committee, a body that would be representative of the more important industrial and philanthropic interests in the country, of employers and employees, of railway companies, of such organizations as chambers of commerce, the manufacturers' association, the trades and labour congress, the Salvation Army, the Red Cross and bodies of that sort, which national commission would be a body formed for the purpose of administering expenditure of federal appropriations for relief purposes and supervising and linking up all efforts at relieving unemployment and providing work by coordinating whatever might owe its origin to funds provided by the federal government, provincial governments and municipalities or other bodies."

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Coll - Natl Employment Commission
137494

Rt. Hon. W. L. Mackenzie King

re

Employment Commission.

Extract from Third Radio Address, delivered on August 5, 1935.

"Under the guidance and direction of the commission, steps will be taken to mobilize the agencies for relief, both state and voluntary, and so to co-ordinate their work as to avoid over-lapping, relief rackets and abuses, and to secure a proper supervision and auditing of the expenditure of all monies. Similarly, in the endeavour to provide employment, effort will be made to mobilize and co-ordinate the activities of agencies prepared to lend their good offices in providing work."

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Cwl - Nat'l Employment Commission

C137495

CRITICISM OF BILL RE EMPLOYMENT COMMISSION

March 19, 1936	Criticism	Comment
(On Resolution) J. R. MacNicol (Davenport)	Dept. of Labour should do work. Too many Commissions. (Han. P. 1360)	Failure of that method in five successive years. (See Mr. King, Han. P. 1360)
March 30, 1936		
(On Bill) Rt.Hon.R.B.Bennett	Legislation by Order-in-Council. (Interjection Han. P.1725)	This is definite legislation carried to a point where details of administration only left for Governor-in-Council - not wholesale conduct of business as previously carried on under "Peace, order and good Govt., and blank cheque" legislation.
Sir Geo. Perley (Argenteuil)	Work could be done by Dept. of Labour. (Han. P. 1726)	See answer to Mr. MacNicol (above).
Denton Massey (Greenwood)	(1) No immediate action. (Han. P. 1728)	Immediate measures provided in Unemployment Relief and Assistance Act and in emergency supplementary estimates. This is attempt to create a solid foundation for a well-planned structure.
	(2) Youth re-establishment "tucked" in corner of Bill. (Han. P. 1729)	Inclusion in Bill is main thing and not number of lines devoted to subject. Commission given power by Bill to develop plans re.
	(3) Delay in taking action and in presenting Bill. (Han. P. 1730)	Delay in election, a handicap. Election Oct.23rd. House opened Feb.6th. 1930 election July 28th. 1st regular session March 12th. See item No.5 in Notes re Unemployment Relief and Assistance Act.

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C137496

	Criticism	Comment
Denton Massey (Greenwood)	(4) Minister of Labour better able to act. Commission will take at least 6 months to make report. (Han. P. 1731)	See answer to Mr. MacNicol (above).
D. Spence (Parkdale)	Repeated (1) and (4) of Massey. (Han. P. 1736)	
	Commission costly. (Han. P. 1736)	Unemployment costly. Federal expenditure Sept. 1930 to March 1936 - $208,000,000. This Commission is in nature of Architect's plans.
	Normal machinery of Govt. should be adequate. (Han. P. 1736)	See answer to MacNicol.
	Govt. should accept responsibility. (Han. P. 1736)	Not evading responsibility. Commission to advise. Govt. to decide. Commission a co-ordinating medium to assist Dominion and Provincial co-operation.
March 31, 1936		
(Second reading) T. L. Church (Broadview)	Commission Government. (Han. P. 1811)	In next sentence Mr. Church said: "The Government cannot pull the country out of the mire by itself . . . . it needs the support of all classes". That is the one reason for the Commission - to ensure co-operation.

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April 2, 1936	Criticism	Comment
(Second reading) Mr. A. MacInnis (Vancouver East)	(1) An inadequate measure. Should try to ascertain cause of unemployment. (Han. P. 1847)	Commission will enquire into all phases of situation.
	(2) Policy differs little from that of former Government. (Han. P. 1847)	This is one of the differences - namely a planned approach.
	(3) Commission interposed between public and Government. (Han. P. 1847)	This is an unwarranted assumption. Govt. will not evade issue by using Commission as a shield.
Mr. E. J. Poole (Red Deer)	Commission will prevent people placing case before those in control. (Han. P. 1861)	See answer to Mr. MacInnis, (No. 3 above).
Mr. J. R. MacNicol (Davenport)	(1) No immediate action. (Han. P. 1862)	Immediate measures provided by other methods. Bill 19 and supplementaries. (See answer to Mr. Massey (above), March 30.
	(2) Commission adds to cost. Too many Commissions. (Han. P.1863-4-5)	Unemployment has cost $200,000,000. Does he suggest no action because it might cost something? On Hansard P. 1867, Mr. MacNicol suggests expansion of Labour Dept.

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C 137498

	Criticism	Comment
Mr. J. R. MacNicol (Continued)	(3) Should get back to responsible Govt. by doing away with Commissions. (Han. P. 1864)	Govt. accepts and retains responsibility. Commission will advise, Govt. decide. Delegation of certain administrative functions principle on which whole Civil Service is based.
Mr. N.J.M. Lockhart (Lincoln)	(1) To appoint Commission is to defer action. (Han. P. 1873)	To proceed without ordered knowledge is to build without a plan.
	(2) Dept. of Labour has information without waiting for Commission. (Han. P. 1873)	Partial information is not enough - half measures will not do - nor half a plan.
	(3) Govt. should keep responsibility - they asked for it in election campaign. (Han. P. 1873)	Appointment of the Commission a definite election pledge. No evasion of responsibility. (See answer to Mr. MacNicol above).
Mr. C. G. MacNeil (Vancouver North)	(1) Trade agreement will not assist recovery and reduce unemployment. (Han. P. 1874)	Trade recovery an essential to world recovery and a definite step in solution of unemployment.
	(2) This provides for no emergency measures. (Han. P. 1874)	It is not intended to be, but rather a planned program supplemented by emergency measures.

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C 137499

	Criticism	Comment
Mr. C. G. MacNeil (Continued)	(3) No national responsibility - therefore no national plan. (Han. P. 1878)	This is decidedly a national plan with full responsibility, but need for co-operation of Provincial and Municipal authorities realized and sought after.
	(4) No remedial measures pending survey. (Han. P. 1879)	See answer to Mr. MacNicol (above).
Mr. J. S. Woodsworth (Winnipeg North Centre)	(1) Two months before solution to unemployment problem presented. (Han. P. 1886)	Trade agreement a part of general plan and Govt. considered it necessary to deal with it as first item.
	(2) Legislation similar to "blank cheque" because not known to whom money to be paid. (Han. P. 1887-8)	This is confusing the bill with Bill 19, but, in any event, agreements made are dealt with by Parliament.
	(3) Commission should not be advisory and administrative. (Han. P. 1888)	Why not? Body which gathered facts best fitted to carry out directions of Govt.
Mr. F. C. Betts (London)	Dept. of Labour should act instead of Commission.	That method didn't work before. Too large a problem to leave with one Dept. alone.

Unemployment & Farm Relief
Coll Natl Employment Commission

C 137500

National Employment Commission

Liberal Opposition, in early years of depression, urged establishment of such a Commission

to undertake comprehensive survey of situation and to make recommendations on basis of its studies;

Bennett Government refused to accept Liberal proposal -

Labour Department left to struggle with problems arising out of depression and unemployment;

Present Liberal Government sought, as soon as possible after taking office, to carry out its undertaking -

(N.E. Commission Act, assented to April 8, 1936; Commission appointed May 13, 1936);

Commission should have been established five years ago:

Mr. King suggested at special session 1930, and every session since;

Mr. Bennett refused -- "insult to provinces";

Provincial co-operation would have been possible - witness ready endorsation of Commission by Dominion - Provincial Conference;

Lost opportunities of past five years -
Expenditures only - no co-operative effort;
No records kept - no figures available;
No technique or procedure established;
Cost, duplication, etc.;

National Employment Commission established by Governor-in-Council (P.C. 1140), May 13, 1936;

A representative national body;
A. B. Purvis (Montreal), Chairman;
A. N. McLean (New Brunswick);
Alfred Marois (Quebec);
Tom Moore (Ottawa);
Mrs. Mary M. Sutherland (British Columbia);
W. A. Mackintosh (Kingston);
E. J. Young (Saskatchewan);

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C137501

National Advisory Committee, appointed by Governor-in-Council
representatives of industrial, occupational, philanthropic and social service organizations - not to receive fees;

Special sub-committees of Advisory Committee;
Women's Employment Committee - appointed November 3, 1936;
Youth Employment Committee - appointed Sept. 2, 1936;
Honorary Local Advisory Committees, appointed by Commission;
to assist Commission
(note similarity to Canadian Patriotic Fund);

Objectives of Commission:

1. To find ways and means of providing remunerative employment;

2. To achieve a nation-wide co-operative effort in reducing the numbers on relief;

3. To secure effective co-operation of:
provinces and municipalities;
employees' and employers' associations;
public and private agencies;

4. To co-operate with the provinces and municipalities in administration of relief;

Powers and duties of Commission:

1. Carry out national registration and classification of persons on relief;

2. Recommend conditions to be complied with by provinces obtaining grants;

3. Recommend means of mobilizing agencies for relief and co-ordinating their work to avoid overlapping and abuses;

4. To recommend means to secure proper provision and auditing of expenditures;

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C 137502

5. Investigate proposals for programmes of public works;

6. To recommend measures for programmes of public works;

7. To investigate measures of co-operation with commercial and industrial groups;

8. To investigate plans for establishment of apprenticeship system in industry;

9. To recommend long-range plan of national development;

10. To supervise expenditure of funds and perform administrative duties assigned by Governor-in-Council;

Commission quick to act:

First meeting held June 1-2, 1936;

Ten Special Committees of the Commission appointed;

Within three months of date of organization, Commission had recommended and Government had accepted, establishment of Home Improvement Plan;

Interim Report:

Unanimously approved by Commission, July 15, 1937, and submitted July 21st;

Contained outline of Commission activities from date of inception in June, 1936, through to June 30, 1937, and a summary of recommendations;

Long range policies left for final report;

Final Report:

Tabled in H. of C., by Minister of Labour, on April 1, 1938;

Report signed by entire Commission;
Commissioner Mary Sutherland signed subject to certain reservations;

Report contained very important and far-reaching views and recommendations;
(Recommendations contingent upon conclusions of Royal Commission with respect to the redistribution of economic and financial powers between Dominion and provinces);

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C 137503

1. Reviewed comprehensively the unemployment and relief situation in light of developments to date, chronicled the status of Commission recommendations as outlined in Interim report, and indicated what further steps should be taken in immediate future;

2. Examined more permanent plans and policies, and chronicled views thereon;

3. Recommended provision of such administrative machinery necessary if its short and/or long range policies to be given practical recommendations;

Report reiterates position taken in Interim report, that "so long as the present constitutional basis exists", the primary responsibility for relief should remain with the municipalities and/or the provinces, the Dominion contributing only when practical necessity arises because of the unusual nature or extent of distress;

Dominion should in any grants-of-aid, attach definite conditions necessary to ensure co-ordination of effort and adequate supervision of expenditures;

Dominion assistance granted on grounds of financial necessity should be entirely separate from Dominion participation in expenditures for unemployment, occupational and agricultural, and should, therefore, be subject to separate conditions appropriate to it;

Report suggests what appears to mean Dominion government assuming entire cost and administration of unemployment relief;

Commission recognized that approval of provinces invited to make necessary constitutional changes to establish a national system of unemployment insurance and employment service, and assumed that Royal Commission will "take into account any change in financial obligations involved in this step";

Commission recognized that establishment of a national system of unemployment insurance would necessitate a supplementary system of unemployment aid;

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C 137504

Report favourably received:

Press throughout Canada unanimous in expressing view that members of Commission deserve much credit for very comprehensive study of a difficult problem, and for many practical and valuable recommendations;

The recommendation of a system of unemployment relief--for which Dominion would accept full responsibility, has been recognized as most important phase of report, and has received wide approval;

("Regina Leader Post" and "Montreal Gazette" alone in disagreeing that unemployment and relief should be entirely a federal responsibility);

Majority of leading papers have recognized that there are many difficulties which would have to be overcome before the recommendation with respect to unemployment and relief could be put into effect, and it is felt to be highly improbable that Dominion government would accept full responsibility for unemployment and relief unless permitted to carry out its insurance plan;

None of press more than remarked on Mrs. Sutherland's dissension;

Dissolution of National Employment Commission:

With presentation of final report and completion of its advisory duties, Commission dissolved;

The two special committees on Youth Employment and Women's Employment also dissolved;

Commission has more than justified its establishment:

A. Relief "unscrambled" and clarified:

Registration revealed accurately extent and nature of problem;
Migrancy problems analyzed and remedies suggested;
Way cleared for attack on unemployment itself;
Not a Commission on unemployment but a Commission on Employment;

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Commission recognized cure for unemployment is employment;
Sought to establish machinery to bring worker and job together;
especially the right worker to the right job, thus creating satisfied employer and contented employee;

B. Government's efforts to alleviate distress, create employment and stimulate industry, have largely been based upon its investigations and recommendations;

(1) Registration of all persons on relief throughout Dominion has provided a basis for dealing in a more effective way with problem of relief;

(2) Projects already undertaken by government on basis of Commission's recommendations have proven highly successful;

Youth Training;
Home Improvement Plan;
Farm Improvement and Employment Plan;

C. Labour Organizations approve work of Commission:

Four of Dominion's leading labour organizations, in their submission to the government at their annual meetings in Jan. 1938, expressed approval of work of Commission and of government implementation of recommendations;

(1) Canadian Federation of Labour - (Jan. 18, 1938)

"The Government's policies have helped to stimulate industrial recovery and to make work, and the measures adopted on the advice of the N.E.C. have done much to put men in jobs, to systematize relief, and to reduce unemployability;"

(2) Executive Council of Trades and Labour Congress of Canada - (Jan. 14, 1938)

(Congress endorsed setting up of Commission);

Approved housing legislation, including plan for renovating buildings advanced by N.E.C.;

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(3) Dominion Joint Legislative Committee of the Railway Transportation Brotherhoods - (Jan. 14, 1938)

Expressed "appreciation for the relief measures undertaken and carried out by the federal government during the past year and also for the very effective work done by the N.E.C.";

(4) The All-Canadian Congress of Labour - (Jan. 20, 1938)

.."Commends the activities of the N.E.C., and the adoption by the government of a number of proposals made by it in its interim report."

(For more detailed information of main recommendations and government implementation to date, see following pages).

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C137507

Main Recommendations of National Employment Commission and implementation by Government:

While provision made in Act for Commission to assume administrative and supervisory functions if Minister so decided, its functions have, in practice, been advisory, with exception only of promotion campaign in connection with Home Improvement Plan;

1. Registration:

Immediately upon formation, Commission made plans for a national registration of relief recipients, which was approved by government, and carried out, in first instance, for month of September 1936, and since kept up to date month by month;

all provinces included but New Brunswick;

Not simply a matter of collecting and compiling statistics;

of great benefit to local authorities administering aid;

Secured data necessary for Commission to carefully review problems of re-employment and aid distribution;

Provided much needed statistics for public authorities;

2. Employment Service:

Recommended national administration of Employment Service of Canada;
Decisions of Judicial Committee of Privy Council regarding Bennett legislation of 1935 indicated such action by Dominion government would be unconstitutional;
Undesirable to take over Service piecemeal, as that would involve more federal interference in one province than another;
Far more desirable that such service be taken over on a national basis after necessary constitutional changes made;

3. National Advisory Committee:

Two Committees authorized --

The Youth Employment Committee;

The Women's Employment Committee;

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These Committees reported directly to the Commission, and their active duties completed, have since been dissolved;

Services of former members of these committees may be used on a voluntary basis in connection with supervision of training projects for unemployed young people;

4. Homeless Adults:

Recommended Dominion-Provincial co-operation with winter employment of homeless adults, and a Farm Improvement and Employment Plan, and supplementary Plans in certain provinces;

Plans have proven highly successful (see 4e - - following); at April 15, 1937, 56,640 single persons given employment;

During winter 1937-38, plans provided work for 47,300;

Provision made for continuing plans this winter, if necessary;

5. Housing:

(a) Recommended federal housing policy, including Home Improvement Plan, aimed at employment and better homes;

Plan, introduced through efforts of Commission, has proved highly successful (see 4d - - - following)

(b) Further recommended detailed low housing plan and legislation to embody such;

National Housing Act, passed 1938 session;

6. Training and Reconditioning:

(a) Government approved recommendation for use of balances available under Technical Education Act for training girls in certain Western provinces;

(b) Recommendation for training centres for urban, and extension courses for rural, young women partially met;

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(c) Youth Training projects recommended have since been embodied in agreements with provinces, and have been highly beneficial (see 4f following);

7. Public Works:

Commission recommended over-all contraction in 1937-38 public works programme;

An impending shortage of skilled workers in building trades;

coupled with signs of general improvement in volume of construction, and measures since taken to facilitate construction industry (e.g., National Housing Act, removal of sales tax on major building materials, assistance to municipalities in making self-liquidating improvements), made it desirable to avoid increasing shortage of skilled labour and thus placing obstacles in way of private building enterprise;

Increase of over 40 per cent in volume of building carried out in 1937 would indicate this precautionary move justified;

8. Agricultural Relief:

The recommended conference with Ontario and Quebec, to develop situation regarding so-called "Farmers" on relief, not yet held;

Letters sent, Dec. 15, 1936, to premiers of Ontario and Quebec, suggesting such conference be held, but as no encouragement received, matter dropped;

9. Audit of Relief Expenditures:

As recommended, representatives of Office of Comptroller of Treasury have since been carrying on such current audit in the field, replacing the post-audit in Ottawa;

10. Organization and Co-ordination of Relief:

As result of conferences with provinces, agreements covering grants-in-aid to provinces drafted, etc.;

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To supply public demand for information regarding studies and work of Commission, and to show relief situation and current position of building and employment, Commission issued and circulated bulletins;

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FILE: N.M. ROGERS

Draft Memorandum prepared by Mr. R[illegible]er re National Employment Commission. C137511 (1936)

Confidential

AN ACT RESPECTING THE establishment of ~~appointment of a~~ NATIONAL EMPLOYMENT COMMISSION

Whereas notwithstanding unemployment ~~employment is and~~ has been for several years the most urgent national problem confronting the Dominion; and

~~Whereas~~ owing to the division of administrative responsibility in relation to reemployment, there has been a lack of proper coordination among the various public and private agencies concerned with the problem; ~~it is essential that~~

and Whereas until such time as the normal revival of trade and industry will absorb a large percentage of unemployed workers, it is essential that steps be taken ~~through a representative national body~~ to investigate ways and means to create and provide employment thus reducing the number on relief and lessening the burden on the taxpayers;

Whereas the aforementioned representative body should be made up of outstanding citizens ready to lend their services and experience in aiding the Government to deal with the question in an effective manner;

Whereas such body must have to secure the cooperation of the Provinces and Municipalities; ~~it must likewise~~ and enlist the cooperation of employers' and employees' associations throughout the Dominion as well as such other bodies and persons who because of their experience may be in a position to suggest what is practicable in the way of carrying out plans or schemes for reemployment;

Now, therefore, His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:-

SHORT TITLE

1. This Act may be cited as the National Employment Commission Act.

INTERPRETATION

2. In this Act, unless the context otherwise requires,

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(a) "Commission" means the National Employment Commission.

(b) "Commissioner" means a member of the Commission.

(c) "Minister) means the Minister of Labour.

3. There shall be a Commission to be called the National Employment Commission, consisting of seven members who shall be appointed by the Governor-in-Council.

(2) The Governor-in-Council may appoint one of the Commissioners to be Chairman of the Commission and another of them to be Vice-Chairman of the Commission.

(3) The Commissioners may be paid such fees or compensation for their services as the Governor-in-Council may from time to time determine as well as actual travelling and living expenses necessarily incurred in connection with the business of the Commission.

(4) Three Commissioners shall form a quorum.

(5) At meetings of the Commission the Chairman, when present, shall preside, and in his absence, the Vice-Chairman. A majority of the votes cast at any meeting of the Commissioners shall be regarded as the decision of the Commission.

4. The Head Office of the Commission shall be in the City of Ottawa.

5. There shall be a Secretary of the Commission who shall be appointed by the Governor-in-Council and who shall hold office during pleasure.

(2) Such other employees as may be necessary for the proper conduct of the business of the Commission may be appointed by the Governor-in-Council.

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C 137513

6. It shall be the duty of the Secretary

(a) to keep a record of all proceedings conducted by the Commission;

(b) to have the custody and care of all records and documents belonging to or appertaining to the Commission;

(c) to obey all rules and directions which may be made or given by the Commission.

POWERS AND DUTIES OF THE COMMISSION

7. The Commission shall

(a) carry out as soon as possible a national registration and classification of persons on relief in co-operation with the Provinces, municipalities and private and public bodies;

(b) recommend to the Minister (the) conditions to be complied with by any Province obtaining grants for relief purposes from the Government of Canada;

(c) investigate and report upon proposals for the carrying out of ~~programmes of~~ public works~~,~~ and other ~~undertakings~~ projects to aid in providing employment

(d) recommend to the Minister measures ~~to co-ordinate~~ with respect to public works ~~programmes~~ and ~~other undertakings~~ projects of the Dominion, the Provinces, ~~and the~~ municipalities, and of other agencies intended to aid in providing employment in a manner which will serve to mobilize and coordinate their activities.

(e) investigate and report to the Minister on measures of co-operation with commercial and industrial groups in advising means under which ~~such enterprises may make annual~~ provision may be made for ~~their quotas of employees and~~ the ~~possible~~ maintenance and ~~possible~~ increase of employment;

(f) investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry.

recommend to the Minister steps which may be taken ~~measures which will serve~~ to mobilize the agencies for relief both state and voluntary, and so coordinate their work as to avoid over-lapping, relief rackets and abuses, and secure ~~the~~ a proper supervision and auditing of the expenditure of all monies.

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(g) ~~recommend to~~ make to the Minister ~~(a scheme for)~~ recommendations concerning the construction of works and undertakings calculated to provide the maximum amount of employment.

8. The Commission shall, under the direction of the Minister, supervise the expenditure of funds voted by Parliament for unemployment and relief purposes.

9. The Governor-in-Council may, with a view to more effectively enabling the Commission to carry out its functions, name a "National Advisory Committee", hereinafter referred to as "the Committee", to include representatives of philanthropic, social welfare, industrial and occupational organizations.

(2) No fees or emoluments of any kind shall be payable to or received by any member of the Committee in connection with services rendered as such member, but the said members shall be paid actual travelling and living expenses necessarily incurred in connection with the business of the Committee.

(3) The Minister may appoint from the members of the Committee, a Special Committee on veteran employment and relief, which shall investigate and report upon measures and means to aid veterans in obtaining employment and for providing for relief for veterans.

(4) The Minister may also appoint from among the members of the Committee a Special Committee to be designated as the "Women's Employment and Assistance Special Committee" to investigate and report upon measures and means to aid unemployed women to secure employment in industry and commerce.

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(5) The Commission, with the approval of the Minister may appoint "honorary local advisory committees" composed of persons resident in any locality willing to aid the Commission in carrying out its duties.

10. The Governor-in-Council may from time to time make such orders and regulations as may be necessary to carry out the provisions of this Act.

11. All reports, recommendations and submissions required to be made under this Act to the Governor-in-Council whether by the Commission or by the Committee, shall be submitted by the Minister.

12. All Orders-in-Council and regulations made under the provisions of this Act shall be laid before the House of Commons forthwith after the making thereof, if Parliament is then sitting, and if not, then such Orders-in-Council and regulations, or an abstract thereof disclosing their essential provisions, shall be published in the next following issue of the Canada Gazette.

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Draft Memorandum prepared by Mr. Rogers re National Employment Commission C 137516

Confidential

AN ACT RESPECTING THE NATIONAL EMPLOYMENT COMMISSION

WHEREAS owing to the division of administrative responsibility in relation to unemployment and relief there has been a lack of coordination among the various public and private agencies concerned with the problem, thus emphasizing the need to establish a representative national body to investigate ways and means to create and provide employment thus reducing the number on relief and lessening the burden on the taxpayers;

WHEREAS the aforementioned representative body should be made up of outstanding citizens ready to lend their services and experience in aiding the Government to deal with the question in an effective manner; and that such body should have the cooperation of employers' and employees' associations throughout the Dominion as well as such other bodies and persons who because of their experience may be in a position to suggest what is practicable in the way of carrying out plans for reemployment;

NOW, THEREFORE, His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE

1. This Act may be cited as the NATIONAL EMPLOYMENT COMMISSION ACT

INTERPRETATION

2. In this Act, unless the context otherwise requires,

(a) "Commission" means the National Employment Commission.

(b) "Commissioner" means a member of the Commission.

(c) "Minister" means the Minister of Labour.

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C 137517

3. (1) There shall be a Commission to be called the National Employment Commission, consisting of seven members who shall be appointed by the Governor-in-Council.

(2) The Governor-in-Council may appoint one of the Commissioners to be Chairman of the Commission and another of them to be Vice-Chairman of the Commission.

(3) The Commissioners may be paid such fees or compensation for their services as the Governor-in-Council may from time to time determine as well as actual travelling and living expenses necessarily incurred in connection with the business of the Commission.

(4) Three Commissioners shall form a quorum.

(5) At meetings of the Commission the Chairman, when present, shall preside, and in his absence, the Vice-Chairman. A majority of the votes cast at any meeting of the Commissioners shall be regarded as the decision of the Commission.

4. The Head Office of the Commission shall be in the City of Ottawa.

5. There shall be a Secretary of the Commission who shall be appointed by the Governor-in-Council and who shall hold office during pleasure.

(2) Such other employees as may be necessary for the proper conduct of the business of the Commission may be appointed by the Governor-in-Council.

POWERS AND DUTIES OF THE COMMISSION

6. The Commission shall

(a) carry out as soon as possible a national registration and classification of persons on relief in cooperation with the Provinces, municipalities and private and public bodies;

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(b) recommend to the Minister ~~the~~ conditions to be complied with by any Province obtaining grants for relief purposes from the Government of Canada;

(c) investigate and report upon proposals for the carrying out of programmes of public works;

(d) recommend to the Minister measures ~~to coordinate~~ of public works ~~programmes~~ of the Dominion, the Provinces ~~and the~~ municipalities;

(e) investigate and report to the Minister on measures of cooperation with commercial and industrial groups in advising means under which ~~such enterprises may make annual~~ provision for ~~their staff of employees and~~ the increase of employment;

(f) investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry;

(g) recommend to the Minister proposals for the construction of works and undertakings calculated to provide the maximum amount of employment.

7. The Commission shall, under the direction of the Minister, supervise the expenditure of funds voted by Parliament for ~~unemployment and relief purposes~~,

8. The Governor-in-Council may, with a view to more effectively enabling the Commission to carry out its functions, name a "National Advisory Committee," hereinafter referred to as "the Committee", to include representatives of philanthropic, social ~~welfare~~, industrial ~~and~~ occupational organizations.

(2) No fees or emoluments of any kind shall be payable to or received by any member of the Committee in connection

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C 137519

with services rendered as such member, but the said members shall be paid ~~actual~~ travelling and living ~~expenses~~ allowances necessarily incurred in connection with the business of the Committee.

(3) The Minister may appoint from the members of the Committee, a Special Committee on veteran employment and relief, which shall investigate and report upon measures and means to aid veterans in obtaining employment and for providing for relief for veterans.

(3 ~~2~~) The Minister may ~~also~~ appoint from among the members of the Committee a Special Committee to be designated as the "Women's Employment and Assistance ~~Special Committee~~" to investigate and report upon measures and means to aid unemployed women to secure employment in industry and commerce.

(5) ~~(4) 3~~ The Commission, with the approval of the Minister may appoint "honorary local advisory committees" composed of persons resident in any locality willing to aid the Commission in carrying out its duties.

9. The Governor-in-Council may from time to time make such orders and regulations as may be necessary to carry out the provisions of this Act.

10. ~~All~~ any reports, recommendations ~~and~~ or submissions ~~required to be made under this Act to the Governor-in-Council~~ of the Commission or of any Committee ~~whether by the Commission or by the Committee, shall be submitted by the Minister.~~ may be made available for distribution in such quantities and upon such terms as the Minister may determine

11. All Orders-in-Council and regulations made under the provisions of this Act shall be laid before the House of Commons forthwith after the making thereof, if Parliament is then sitting, and if not, then such Orders-in-Council and regulations, or an abstract thereof disclosing their essential provisions, shall be published in the next following issue of the Canada Gazette.

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E. A. PICKERING.

Memorandum prepared by Mr. Pickering March 19, 1936.

C 137520

NATIONAL EMPLOYMENT COMMISSION BILL

"Unemployment is Canada's most urgent national problem":

Federal expenditures September 1930 to March 2nd, 1936, $208,000,000;

Total number receiving direct relief, month of February, 1936, 1,237,775;

Bureau of Statistics unpublished estimate of unemployment for December, 1935, 551,000.

Long-Range Policies:

Believe trade essential to revive industry and create employment;

Trade Agreement with U.S., and settlement with Japan -

these matters required immediate attention of new Government.

Government will continue to institute long-range policies and permanent measures:

New Trade Agreements with other countries;

Development of primary industries;

Reduction of cost of living;

Stability of Government;

Confidence in our institutions.

Immediate measures:

1. establishment of Commission - the first step;
2. Unemployment Relief and Assistance Act 1936 - to be brought down;
3. Emergency supplementary estimates - " " " "
4. construction programme - " " " " (?)

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C 137521

Set-up of Commission:

To consist of seven members - to be paid fees;

National Advisory Committee -

to be appointed by Governor to assist Commission,

to consist of representatives of industrial, occupational, philanthropic and social service organizations - not to receive fees;

Special sub-committees of Advisory Committee;

Women's Employment Committee;

Youth Employment Committee;

Honorary local Advisory Committees;

to assist Commission;

to be appointed by Commission.

(Note similarity to Canadian Patriotic Fund)

Objectives to be given Commission:

1. to find ways and means of providing remunerative employment;
2. to achieve a nation-wide co-operative effort in reducing the numbers on relief;
3. to secure effective co-operation of:

Provinces and municipalities;

employees and employers associations;

public and private agencies;

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C137522

4. to co-operate with the Provinces and Municipalities in administration of relief.

Powers and duties of Commission:

1. Carry out national registration and classification of persons on relief;
2. Recommend conditions to be complied with by Provinces obtaining grants;
3. Recommend means of mobilizing agencies for relief and co-ordinating their work to avoid overlapping and abuses;
4. To recommend means to secure proper provision and auditing of expenditures;
5. Investigate proposals for programmes of public works;
6. To recommend measures for programmes of public works;
7. To investigate measures of co-operation with commercial and industrial groups;
8. To investigate plans for establishment of apprenticeship system in industry;
9. To recommend long range plan of national development;
10. To supervise expenditure of funds and perform administrative duties assigned by Governor-in-Council

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C137523

Effort to deal with problem on comprehensive and scientific basis:

Aim to secure a picture of whole problem -

a right perspective;

Aim to secure information and details -

work to be based on knowledge, not assumptions;

A great social problem -

expenditures alone will not solve,

must be made subject of constant study;

A complex problem -

must be broken down into component parts and each

dealt with as necessary;

unemployables vs. unemployed;
unemployed youth vs. aged;
unemployed veterans;

unemployed women.

Co-operative and co-ordinating effort:

Problem too great for one Government -

secure co-operation of Dominion, Provincial and

municipal Governments;

Problem too great for Governments combined -

will secure co-operation of private organizations and

people generally;

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C 137524

Bring order out of present chaos -

overlapping;

cost;

extravagance;

lack of uniformity;

Mobilize and concentrate agencies in a great national effort;

Unemployment a continuing problem -

Inseparable from modern industry - technological unemployment;

Social insurance necessary as permanent measure -

reference to Supreme Court;

Problem cannot be solved over night -

Commission must recognize this condition;

Mistake of Bennett Government -

assumed it could end unemployment forthwith;

hand to mouth policies;

hit and miss methods.

Rural Relief:

Need just as great as urban -

hail, drought, grasshoppers, etc., as well as

loss of markets;

Difficulties of organizing rural relief even greater -

hope Commission may be able to place rural relief on

better basis.

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C137525

Need for Economy:

Recognize human needs above financial considerations;
nevertheless must meet problem in most economical manner;
great burden of relief - high taxes;
relief expenditures will necessarily continue for considerable time - but hope in diminishing amounts;
co-ordination under Commission should result in lowest possible expenditures.

Government not transferring its responsibilities to Commission:

Not evading its own responsibilities;
Commission to advise and recommend -
Government to decide policy;
Commission to administer specific tasks entrusted by Government;
Likewise Provincial Governments not surrendering their responsibilities to Commission;
Commission best medium whereby Dominion and Provincial Governments can fulfil obligations placed upon them by Constitution and present emergency conditions.

Commission should have been established five years ago:

I suggested at Special Session 1930 and every Session since;
Mr. Bennett refused - insult to Provinces;
Provincial co-operation would have been possible -
witness ready endorsation of Commission by Dominion-Provincial Conference;

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C 137526

Lost opportunities of past five years -

Expenditures only - no co-operative effort;

No records kept - no figures available;

No technique or procedure established;

Cost, duplication, etc.

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From H. Baldwin (by hand) 8.4.36.

Min. W.

Coll Employment & National Employment Commission

C 137527

Employment Commission Debate
6th of April 1936
Hansard, pages 1999 and 2002

The clause under debate is paragraph C of section 6 of Bill 14, which among other things proposes to instruct and empower the Commission "to secure when necessary an effective supervision and auditing of expenditures of all monies." The leader of the opposition objected to this clause because as he says "under the provisions of the Audit Act, the Auditor General, in the very nature of things, must have the duty cast upon him with respect to auditing and the supervision." He goes on to say "I think it is clearly in contravention of our present statute in relation to auditing." Further on he says "I think that with respect to auditing we have to be extremely careful lest it be said that we are trenching on the general power," and later on "the provisions of the Audit Act are extremely drastic and the Auditor General has complete control of the situation," and again "it is only my duty to point this out but I feel satisfied that as this section reads it is a contravention of provisions of our general audit act."

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C 137528

In view of these remarks it may be recalled that on the ninth of April 1934 (Unrevised Hansard 2135) the leader of the opposition said "by asking the Dominion Auditor to audit the accounts of all municipalities and provinces, it would be putting upon him ... a burden which is not contemplated by the Constitution" but that not a month earlier on the 12th of March he had signed an Order in Council (P.C. 222) which placed upon the Auditor General the precise obligations which he now declared to be "a burden which is not contemplated by the Constitution."

And further, that the above-mentioned Order in Council P.C. 222 was not passed under authority of the Audit Act 1931 but under the provisions of the Relief Act 1932. It is evident that the Government wished to place upon the Auditor General obligations other than those of the Audit Act but having been adivsed that the Audit Act of 1931 protected the Auditor General by careful definition of his duties and obligations, the all powerful Relief Act was invoked to override the Audit Act and to place upon the Auditor General burdens not contemplated by the constitution.

Incidental to this discussion it may be remarked that even in the emasculated Audit Act of 1931, which is a mass of inaccuracies, the Auditor General's obligations

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were never to "protect the treasury" but only "by such tests that he may deem necessary satisfy himself that such accounts are in order." (section 47, paragraph 1E)

It has never been one of the Auditor General's duties to protect the treasury. A study of the evolution of the Auditor General's responsibilities shows that he was never intended to do more than report whether or not the treasury is being properly protected. It remains for Order in Council P.C. 222 to order the Auditor General conduct such an audit as he deems essential to safeguard the interests of the Dominion Treasury.

In the light of all this it is odd that there should be any objection at all to a Commission securing "when necessary an effective supervision and audit of expenditures of all monies." Nothing here interferes in the slightest degree with the Auditor General's prerogatives.

And further it is not an uncommon thing for the Government to order that certain accounts in which it is interested shall be audited by a firm of chartered accountants or others outside the government service.

Witness: "C.N.R.", "Harbour Boards," "Canadian Wheat Board", etc.

It is also the case that from time to time the Government orders that accounting control and pre-audit be done by specified persons not even on the staff of the Auditor General.

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C 137530

Witness: "Wheat Bonus Act", "departmental accountants, Unemployment Relief Act."

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FILE WLM KING APRIL 3 1936

Nat. Employment Commission Bill, 1936

C137531

Mr. King's notes re -

Introductory: Employment - Nat. Employment Comm'n

3/4/36.

3 Bills should be read together:

1. National Commission;
2. Relief and rehabilitation;
3. Supply - Special Supplementary Estimates.

(amt. = over $70,000,000)

Reverse order would give a better perspective.

Advocated in parliament by Liberals.

1. Need for present Bill.

Objected to by Bennett

Score of insult to provinces.

Interference with jurisdiction.

Both objections invalid, now removed.

Sir George Perley - carry out by the Minister.

Not yet appreciated magnitude of problem.

Senator Robertson - a casualty.

Legislation by Order-in-Council (Bennett critical of delay in action)

Draft resolution left to

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CANADA

C137532

2. An emergency should be dealt with as such

During war Commissions and Committees:

Purchasing Commission;

Food Board;

Fuel Board.

National Patriotic Fund = relief.

Department of Soldiers' Civil Re-establishment —— = employment.

Relief

Numbers to re-established = over 500 000 (one estimate)

Numbers on relief = 1 300 885 +

Work of Fund

(Act of Parliament) (secure)

Co-operated with, etc.

Problem vaster proportions than ever.

Provinces and Municipalities become dependent on Federal Government.

Problem like that of poor relief a century ago.

Minister of Dept. of Govt. could not possibly deal with.

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CANADA

C137533

3. Country has passed upon

Public opinion as voiced in press

favourable to.

Re economy

$200,000,000. spent - nothing to show

for.

Need for something to effect economy

demonstrated.

Need that provinces, municipalities and

public informed of entire problem.

Need to effect Nation-wide co-operation.

Grants or aid [illegible] 75%

[illegible]

[illegible] 15

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Mr. King's notes re
National Employment Commissio
Bill, 1936 C 137534

Introductory:

3 Bills should be read together:

1. National Commission;
2. Relief and rehabilitation;
3. Supply - Special Supplementary Estimates.

(amt. = $108,000,000
-(38,000,000 of this not definite yet.)

Reverse order would give a better perspective.

Advocated in parliament by Liberals.

1. Need for present Bill.

Objected to by Bennett

Score of insult to provinces.

Interference with jurisdiction.

Both objections invalid, now removed.

Sir George Perley - carry out by the Minister.

Not yet appreciated magnitude of problem.

Senator Robertson - a casualty.

Legislation by Order-in-Council (Bennett critical of delay in action)

Draft resolution left to

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CANADA

C 137535

2. **An emergency should be dealt with as such**

During war Commissions and Committees:

Purchasing Commission;

Food Board;

Fuel Board.

National Patriotic Fund = relief.

Department of Soldiers' Civil Re-establishment = employment.

Relief — Bureau unpubl. Liberal estimate

Numbers to re-established = 526,000

Numbers on relief = 1,200,000 (Feb. 1936)

Work of Fund

(Act of Parliament) (secure)

Co-operated with, etc.

Problem vaster proportions than ever.

Provinces and Municipalities become dependent on Federal Government.

Problem like that of poor relief a century ago.

Minister of Dept. of Govt. could not possibly deal with.

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C 137536

3. Country has passed upon

Public opinion as voiced in press favourable to.

Re economy

$200,000,000. spent - nothing to show for.

Need for something to effect economy demonstrated.

Need that provinces, municipalities and public informed of entire problem.

Need to effect Nation-wide co-operation.

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137537

National Employment Commission

(a) employment
(b) relief, & [illegible] employment

~~[illegible]~~

~~[illegible] Commission~~

~~Employment~~

+ Advisory Committee to the National Employment Commission (chosen from groups & persons close to problem)

Commission

~~Fordon Scott (Chairman)~~ Magnaghi ..... Hugessen Philip Fisher (Deputy)

Neil McLean (Manitoba)

General Hamilton ( ) — [illegible] (Newfoundland —

(Nature groups & [illegible])

Thos Bradshaw (Ont) —

Mrs Thoburn (Ottawa) (Woman)

Tom Moore — (Labour)

(Sam. Agric)

(functions — (not out to G-W, G) powers (to be delegated later to be supplemented by legislation)

Advisory Committee

J. E. Atkinson

W. Naughton (Nat. Mem.

Mrs Sutherland

~~J. F. McKay (Publicity)~~

Dr Robertson

E. J. Tarr

Mrs Sutherland

Nepal

Atkinson

McKenna

Richardson

Regional inspectors

Secretariat

Harry Baldwin

Rose

Charlotte Whitton

Huntley Sinclair

J. F. McKay (Publicity)

Ellenore Phillips

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Coll- Employment - Nat'l Employment Commission

C 137538

NATIONAL EMPLOYMENT COMMISSION.

	Members who spoke.	Reference.
Proposal by Hon. N. L. Rogers, that House to into Committee to consider the establishment of a National Employment Commission.		House of Commons Debates March 6th, 1936, page 899.
Resolution re. establishment of National Employment Commission. Resolution reported on, read the second time and concurred in. Mr. Rogers then introduced Bill 14 respecting the establishment of a National Employment Commission, which was given its first reading.	Messrs. Woodworth, Rogers The Prime Minister, Sir George Perley, Messrs. Baker, Heaps, MacNicol, Stewart and Lapointe.	House of Commons Debates, March 19th, 1936, pages 1358 to 1361.
Bill No. 14, Motion, Mr. Rogers for second reading. Debate adjourned.	Messrs. Rogers, Bennett, Heaps, The Prime Minister, Messrs. MacNicol, Sitlring, McIvor, MacInnis, McGeer, Pelletier, Landeryou, Cahan, Sir George Perley, Messrs. Massey, Leader, Spence, Young.	House of Commons, Debates, March 30th, 1936, pages 1697 to 1737.
Consideration of Motion of Hon. N. L. Rogers for second reading of Bill No. 14. Debate adjourned.	Messrs. Landeryou, Church	House of Commons Debates, March 31st, 1936, pages 1808 to 1812.
Consideration of motion of Hon. N. L. Rogers for second reading of Bill No. 14.	Messrs. Church, Grant.	House of Commons Debates, April 1st, 1936, pages 1834 to 1840.
The House resumed from April 1st, consideration of motion of Hon. N. L. Rogers for second reading of Bill No. 14.	Messrs. MacInnis, McGeer, Poole, MacNicol, Jacques, Lockhart, MacNeil, MacKenzie, Graydon, Woodsworth, Betts, The Prime Minister and Mr. Douglas.	House of Commons Debates, April 2nd, 1936, pages 1846 to 1891.

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C 137539

BELL-PAST BOND

	Members who spoke	Reference.
Bill No. 14, Motion, Mr. Rogers, for second reading. Read second time.	Messrs. Douglas, Maybank, Heaps, Rogers, Hansell, Bennett, Walsh and the Prime Minister.	House of Commons Debates, April 3rd, 1936, pages 1896 to 1933.
House went into Committee		
Sections 1 & 2 agreed to		House of Commons Debates, April 3rd, 1936, page 1933.
Section 3 - Commission constituted.	Messrs. Bennett, Stirling, Rogers, MacNicol, Stewart, Bradette, Maybank, MacNeil, McIvor, Douglas, Betts, Woodsworth, Church, Finn, Spence and Gardiner.	House of Commons Debates, April 3rd, 1936, pages 1933 to 1944.
Section 4 agreed to		House of Commons Debates, April 3rd, 1936, page 1943.
Section 5 - Secretary.	Messrs. MacNicol, Gardiner, MacNeil, Rogers, Stirling.	House of Commons, Debates, April 3rd, 1936, page 1943.
Section 6 -	Messrs. Gardiner, Bennett, The Prime Minister, Messrs. MacNicol, Johnston, Heaps, Cahan, Rogers, Stevens, Sir George Perley, Messrs. Clark, Pouliot, Betts, Massey, Woodsworth and Miss MacPhail.	House of Commons Debates, April 6th, 1936, pages 1999 to 2009.

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C 137540

	Members who spoke.	Reference.
Bill No. 14 further considered in Committee.		
Section 6 (a) Registration and classification.	Messrs. Johnston, Pouliot, Rogers, Heaps, McIvor, MacNeil, MacInnis, McDonald, Douglas.	House of Commons Debates, April 7th, 1936, pages 2013 to 2019.
Paragraph (b) - Conditions to be complied with.	Messrs. MacNeil, Rogers, Bennett, Pelletier, Kinley, Coldwell, MacInnis	House of Commons Debates, April 7th, 1936, pages 2019 to 2023.
Paragraph (c) agreed to		
Paragraph (d) - Proposals investigated.	Messrs. Glen, Bennett, Rogers, Stewart & The Prime Minister.	House of Commons Debates, April 7th, 1936, pages 2023 to 2025.
Paragraph (e) - Programme of public works	Messrs. Bennett, Rogers, The Prime Minister, Stevens, Turgeon, Coldwell	House of Commons Debates, April 7th, 1936, pages 2025 to 2032.
Paragraph (f) - Co-operation with groups.	Messrs. MacNicol, MacNeil, Rogers, Taylor, Bennett.	House of Commons Debates, April 7th, 1936, pages 2032 to 2034.
Paragraph (g) - Apprenticeship	Messrs. Bennett, Kinley, Heaps, Rogers, MacNicol, Woodsworth.	House of Commons Debates, April 7th, 1936, Pages 2034 to 2039.
Paragraph (h)	Messrs. Bennett, Rogers, Tucker.	House of Commons Debates, April 7th, 1936, pages 2039 to 2041.
Paragraph (i) - National development plan	Messrs. Bennett, Hayhurst, The Prime Minister, Messrs. Coldwell, Mitchell, MacInnis, Rogers	House of Commons Debates, April 7th, 1936, pages 2041 to 2046.

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C137541

	Members who spoke	Reference.
Paragraph (j) - Publicity	Messrs. Bennett, Rogers, The Prime Minister, Messrs. Cameron, Johnston, Cahan and Stewart.	House of Commons Debates, April 7th, 1936, pages 2046 to 2048.
Section 7 - Administrative duties.	Messrs. Bennett, Rogers, and Clark.	House of Commons Debates, April 7th, 1936, pages 2048 to 2049.
Section 8 - National Advisory Committee.	Messrs. Betts, Rogers, Gray, Wermenlinger, Stirling and Bennett.	House of Commons Debates, April 7th, 1936, pages 2049 to 2054.
Section 9 - Women's Employment Committee	Miss MacPhail, Mr. Bennett, The Prime Minister, Messrs. Pouliot, Stirling, Massey, Cahan, Stewart and Rogers.	House of Commons Debates, April 7th, 1936, pages 2054 to 2058.
Section 10 as amended agreed to		House of Commons Debates, April 7th. 1936, page 2058.
Section 11 agreed to		Do.
Section 12 - Laid before Parliament	Messrs. Cahan, Reid, Bennett and The Prime Minister.	House of Commons Debates, April 7th, 1936, pages 2058 to 2059.
On the preamble -	Messrs. Bennett, The Prime Minister.	House of Commons Debates, April 7th, 1936, pages 2059 to 2061.
Bill No. 14 Third reading, Bill read and passed.	----------	House of Commons Debates, April 8th, 1936, page 2076.
Bill 14, First reading in The Senate.		Debates of the Senate, April 8th, 1936, page 200.

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C 137542

	Members who spoke	Reference.
Second reading	Hon. Messrs. Meighan, Murdock, Graham, Dandurand, Calder, Cote, Hardy, Murdock, Griesbach, Robinson, and MacDonnell.	Debates of the Senate, April 8th, 1936, pages 200 to 216.
Third reading. Passed		Debates of the Senate, April 8th, 1936, pages 217 to 218.

ROYAL ASSENT given Bill No. 14, April 8th, 1936.

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C137543

1 EDWARD VIII.

CHAP. 7.

An Act respecting the establishment of a National Employment Commission.

[*Assented to 8th April, 1936.*]

Preamble.

WHEREAS unemployment has been for several years Canada's most urgent national problem, and until such time as the normal revival of trade and industry will absorb a large percentage of unemployed workers, it is essential that steps be taken to find ways and means of providing remunerative employment, thus reducing the numbers at present on relief, and lessening the burden of taxation; and whereas, to achieve a nation-wide co-operative effort in reducing the numbers on relief and in providing employment, it is necessary to have the effective co-operation of the provinces and municipalities, and to enlist the co-operation of employers' and employees' associations throughout the Dominion, as well as of such other public and private agencies as may be in a position to provide employment or to suggest what is practicable in the way of re-employment projects; and whereas, it would appear that such nation-wide co-operative effort can best be effected through the appointment of a representative national commission, with power to co-operate with the provinces, municipalities and other agencies in respect of unemployment relief, and in an endeavour to provide work for the unemployed: Therefore His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

SHORT TITLE.

Short title.

1. This Act may be cited as *The National Employment Commission Act, 1936.*

INTERPRETATION.

Definitions.

2. In this Act, unless the context otherwise requires:—

"Commission".

(a) "Commission" means the National Employment Commission.

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C 137544

"Commissioner". (*b*) "Commissioner" means a member of the Commission.

"Minister". (*c*) "Minister" means the Minister of Labour.

Commission constituted. **3.** (1) There shall be a Commission to be called the National Employment Commission, consisting of not more than seven members who shall be appointed by the Governor in Council.

Chairman and Vice-Chairman. (2) The Governor in Council may appoint one of the Commissioners to be Chairman of the Commission and another of them to be Vice-Chairman of the Commission.

Fees. (3) The Commissioners may be paid such fees or compensation for their services as the Governor in Council may from time to time determine as well as actual travelling and living expenses necessarily incurred in connection with the business of the Commission.

Quorum. (4) Three Commissioners shall form a quorum.

Chairman to preside. (5) At meetings of the Commission the Chairman shall preside, and in his absence, the Vice-Chairman. A majority of the votes cast at any meeting of the Commissioners shall be regarded as the decision of the Commission.

Head Office. **4.** The head office of the Commission shall be in the city of Ottawa.

Secretary. **5.** (1) There shall be a Secretary of the Commission who shall be appointed by the Governor in Council and who shall hold office during pleasure.

Employees. (2) Such other employees as may be necessary for the proper conduct of the business of the Commission may be appointed by the Governor in Council

Civil Service Superannuation rights preserved. (3) Notwithstanding anything in the *Civil Service Act*, chapter twenty-two of the Revised Statutes of Canada, 1927, the *Civil Service Superannuation Act*, chapter twenty-four of the Revised Statutes of Canada, 1927, or any other Act of the Parliament of Canada, a civil servant who, at the time of his appointment or employment under or pursuant to the provisions of this Act, is a contributor under the provisions of the *Civil Service Superannuation Act*, shall continue to be a contributor under the said Act; his service under this Act shall be counted as service in the civil service for the purposes of the *Civil Service Superannuation Act*, and he, his widow and children or other dependents, if any, shall be eligible to receive the respective allowances or gratuities provided by the said Act; and in the event of his being retired from his office or position under this Act for any reason other than that of misconduct, he shall be eligible for re-appointment in the civil service or to receive the same benefits under the *Civil Service Superannuation Act* as if his office or position had been abolished.

R.S., c. 24.

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C 137545

POWERS AND DUTIES OF THE COMMISSION.

6. The Commission shall, Powers and duties.

(a) carry out as soon as possible a national registration and classification of persons on relief in co-operation with the provinces, municipalities and private and public bodies; Registration and classification.

(b) recommend to the Minister conditions to be complied with by any province obtaining grants for relief purposes from the Government of Canada; Conditions to be complied with.

(c) recommend to the Minister effective means of mobilizing the agencies for relief both state and voluntary, and so co-ordinating their work as to avoid overlapping and abuses, and to secure when necessary, an effective supervision and auditing of expenditures of all moneys; Mobilizing agencies for relief.

(d) investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment; Proposals investigated.

(e) recommend to the Minister measures with respect to programs of public works and projects of the Dominion, the provinces, the municipalities, and other agencies, intended to aid in providing employment in a manner which will serve to mobilize and co-ordinate their activities; Programs of public works.

(f) investigate and report to the Minister on measures of co-operation with commercial and industrial groups in devising means under which provision may be made for the maintenance and increase of employment; Co-operation with groups.

(g) investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry; Apprenticeship.

(h) investigate and report upon ways and means of providing employment for disabled persons, and co-operate with the Veterans' Assistance Commission in its efforts to secure suitable employment for ex-soldiers;

(i) recommend to the Minister comprehensive measures constituting long-range plans of national development which may be proceeded with or discontinued from time to time as conditions may determine; National development plan.

(j) take such steps to ensure such publicity as in the opinion of the Commission may be necessary to enable it effectively to discharge its powers and duties. Publicity.

7. The Commission shall, under the direction of the Minister supervise the expenditure of funds voted by Parliament for purposes of relief and providing employment, and perform such administrative duties with respect to relief and employment as may be assigned to it from time to time by the Governor in Council. Administrative duties.

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C 137546

National Advisory Committee.

8. (1) The Governor in Council may with a view to more effectively enabling the Commission to carry out its functions name a "National Advisory Committee" hereinafter referred to as "the Committee" to include representatives of industrial, occupational, philanthropic, and social service organizations.

Travelling expenses and living allowances.

(2) No fees or emoluments of any kind shall be payable to, or received by, any member of the Committee in connection with services rendered as such member, but the said members shall be paid travelling expenses and living allowances necessarily incurred in connection with the business of the Commission.

Women's Employment Committee.

9. (1) The Minister may appoint, from among the members of the Committee, a special Committee to be designated as the "Women's Employment Committee" to investigate and report upon measures and means to aid unemployed women to secure employment in industry and commerce.

Youth Employment Committee.

(2) The Minister may appoint from among the members of the Advisory Committee a special committee to be designated as the "Youth Employment Committee" to investigate and report upon measures and means in respect to the employment of youth.

Honorary local advisory committees.

(3) The Commission with the approval of the Minister may appoint honorary local advisory committees composed of persons resident in any locality willing to aid the Commission in carrying out its duties.

Amendments and repeal of O. in C.

10. (1) The Governor in Council, on the recommendation of the Minister, may make, amend or repeal such orders and regulations and prescribe such forms as may be deemed expedient for carrying into effect the objects of this Act or for ensuring the due administration thereof by the Commission or by its officers and employees.

Effect of publication in *Gazette*.

(2) Any such order or regulation made by the Governor in Council, when published in the *Canada Gazette*, shall be of the same force and effect as if it had been enacted herein.

Reports, etc. to be made available.

11. Any report, recommendation or submission required by the Commission or any of its committees may be made available for distribution in such quantities and on such terms as the Minister may determine.

Laid before Parliament.

12. All Orders in Council and regulations made under the provisions of this Act shall be laid before the House of Commons forthwith after the making thereof if Parliament is then sitting, and if not, within fifteen days after the opening of the next ensuing Session.

OTTAWA: Printed by JOSEPH OSCAR PATENAUDE, I.S.O., Law Printer to the King's Most Excellent Majesty.

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C 137547

OFFICE OF THE PRIME MINISTER

MEMORANDUM

b+l.10(a)..

(2)

For the Prime Minister:

You will wish to consider Mr. Carl Goldenberg for a possible appointment in connection with the National Employment Commission.

R. L. F.

Tradenburgh

April 16, 1936.

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Later list prepared for P.M.

C 137548

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa,
April 16th, 1936.

MEMORANDUM FOR THE PRIME MINISTER:

re National Employment Commission

-- The attached lists comprise the names of persons recommended for appointments in connection with the Commission:

(1) Persons recommended to the Prime Minister - (communications re, in accompanying fyles);

(2) Persons recommended to the Department of Labour;

(3) Special list of applicants for positions, recommended by the Prime Minister;

(4) Persons recommended to serve on any Commission;

(5) Persons recommended to act as Secretary to Employment Commission - (communications re, in accompanying fyles).

The Department of Labour also has fyles containing the names of several hundred persons recommended for appointments in connection with the Commission, but not as members of it.

They have kindly loaned to this office the cards which they have prepared in connection with list (2) above. These cards, which are being retained for the present, in case you may wish to refer to them, state briefly the qualifications, etc., of each individual recommended.

(This letter is filed with 3 enclosures) J.C.

R. L. F.
R.L. FREDENBURGH.

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Mr. King's own notes

(Enclosed with letter of R.L. FREDENBURGH TO WLMK, APRIL 16, 1936)

C 137549

Suggested names for National Employment Commission:

Arthur Purvis ✓	Tom Moore ✓
J. T. Bradshaw ✓	General Panet ✓
Mrs. Sutherland	Dr. H. M. Tory ✓
J. F. MacKay	E. J. Young, ex-M.P.
~~J. E. Shaw (Agriculture)~~	Alfred Marois (Quebec Board of Trade)
Neil McLean (Connor Brothers)	J. E. Atkinson.

Re Secretaries:

Dr. E. W. Stapleford	Huntley Sinclair

Other names:

Bernard Rose	H. Carl Goldenberg
Charlotte Whitton	Harry Baldwin

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UNEMPLOYMENT COMMISSION

Recommendations received in Department of Labour (not on P.M.'s list)

Prairie Provinces

NAME	ADDRESS	RECOMMENDED BY
Ross, David G.	64 Metcalfe St., Ottawa	Alice E. Millar J.T. Shaw, K.C., Calgary
Kolb, E.W.	c/o J.T.Shaw, K.C., Calgary, Alberta	J.T.Shaw, K.C., Senator Buchanan.
Wiertz, H.A.	617 First Avenue, East, Calgary, Alberta.	
Lindal, Mrs. J.	788 Wolseley Avenue, Winnipeg, Manitoba.	Hon. T.A.Crerar
Gunn, Col. Cecil H.	Schultz & Sutherland, Winnipeg, Manitoba.	
Patey, Albert E.	Lethbridge,Alberta.	
Davis, F.L.	Neepawa, Manitoba.	F.D. MacKenzie
Pouliot, Notary Henri	167 Brown Avenme, Quebec, P.Q.	Hon. C.G.Power
Craig, Rev. J. Richmond	c/o G.H.Aikins, K.C., Winnipeg.	G.H.Aikens,K.C., H.M.Tucker, formerly General Manager T.Eaton Co. Winnipeg.

British Columbia

Hansuld, George B.	Vancouver, B.C.	Brenton S. Brown, endorsed by Hon. Ian Mackenzie.
Munn, A.E.	736 Granville St., Vancouver, B.C.	Strongly recommended by Hon. Ian Mackenzie
Moodie, Major S.F.M.	c/o Hon. Ian Mackenzie Ottawa.	Hon. Ian Mackenzie submitted three names Major Moodie to be considered third choice.
Nickson, T. Ralph	621 Roger Bldg., Vancouver, B.C.	
McGeough, Michael H.	1081 Nicola Street, Vancouver B.C.	Hon. Ian Mackenzie Speaker of B.C.Legislature.

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ARCHIVES PUBLIQUES
CANADA

EMPLOYMENT COMMISSION C 137551

Ontario

Recommendations received in Department of Labour (not on P.M.'s list

NAME	ADDRESS	RECOMMENDED BY
Doherty, Miss Helen	711 Hope Chambers, Ottawa, Ont.	Senator Cairine Wilson, Hon. C.G.Power, Hon. E. Lapointe.
Montgomerie, Thos.	401 Eglington Ave.,East, Toronto, Ont.	Chairman of Hydro Electric Power Commission
Tubman, William	Windsor, Ont.	Paul Martin, M.P.
Fowler, E..Bruce	277 Rubidge St., Peterborough, Ont.	J.J.Duffus, M.P.
Meiklejohn, Allan	Canadian Bank of Commerce Bldg., Kingston, Ont.	
Meath, Capt. C.W.E.	Bowmanville, Ont.	F.W.Rickard, M.P. Hon. Ian Mackenzie
Tolmie, Mrs. Margaret D.	433 Wellington St., Sarnia, Ont.	Hon. J.C.Elliott
Thompson, Robert F.	191 St. George St., Toronto, Ont.	Slater Hayden, Dr. Fyfe H.W.Cassidy,Ph.D.
Mackintosh,Dr. W.A.	Queen's University,Ont.	Dr. D.A.MacGibbon
Brown, Col. W.J.	University of Western Ont., London, Ont.	
McEvoy, A.M.	559 Sherbourne St., Toronto, Ont.	Arthur Slaght, M.P. Hon. J.C.Elliott.
O'Neill, T.W.		
Chauvin, Francis X	109 Langlois Ave., Windsor, Ont.	Paul Martin, M.P.
Sinclair, Huntley	Dunrobin, Ont.	
Carmichael, Mrs. Jean C.	502 Bronson Ave., Ottawa.	F. Ahearn, M.P., Senator Wilson, Miss Helen Doherty
Poole, D.R.	45 Colborne St.,Toronto, Ont.	L.W.Simms & R.G.Dingman

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CANADA

C137552

UNEMPLOYMENT COMMISSION

Recommendations received in Department of Labour(not on P.M.'s list)

Ontario Cont'd.

NAME	ADDRESS	RECOMMENDED BY
Long, Robert	Macaulay Ave., Toronto,Ont.	
Hervey, Brig.Gen. C. L.	394 Avenue Road, Toronto.	Hon. C.G.Power
Plouffe, Antonio	279 King Edward Ave., Ottawa.	J.F.Pouliot, M.P.
Stone, E.A.	56 St. George Street, Toronto, Ont.	
O'Connell, J.	175 Slater St.,Ottawa.	Capt. E.S.Hind, Allan Martin D. Erstein,J.P.
Hatcher, A.J.	North Bay, Ont.	J.E.Matthews.
Eby, Allan A.	Kitchener, Ont.	Hon. W.D.Euler, Prime Minister.
Walker, Dr. Frank Norman		J.H.Spence, M.P.
Harstone, Ross		Liberal Candidate for Wentworth.
Thomson, D.D.	273 Fairlawn Ave., Toronto, Ont.	
Lawrence, A.R., A.R.	22 Roxborough Drive, Toronto, Ont.	
Hudson, Harold C.	(Recommended highly)	President, Robt Simpson Co. H.T.H.Rand McNally through Arthur Rogers.
Henry, Edwin	Oshawa, Ont.	W.H.Moore, M.P.
Gunn, Brig. Ge.n.John A.	60 Victoria Street, Toronto 2, Ont.	Does not ask for remuneration approved by Prime Minister
McEachern,John	c/o Hon. T.A.Crerar, Ottawa, Ont.	Hon. T.A.Crerar
Martyn, Howe	1437 A Queen Street,West, Toronto, Ont.	Hon. Vincent Massey L.B.Pearson
Fitzgerald, John J.,	Sudbury, Ont.	W.J. Hushion, M.P.

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CANADA

EMPLOYMENT COMMISSION

Recommendations received in Department of Labour (not on P.M.'s list)

Ontario Con't.

NAME	ADDRESS	RECOMMENDED BY
Hopper, R.W.	15 Queen's Park, Toronto, Ont.	Canadian Association of Social Workers.
Parker, Mrs. G.Cameron (A. Ethel)	29 Dorval Road, Toronto,Ont.	Canadian Association of Social Workers.
Maritimes		
Munro, Fred N.	Stellarton, N.S.	Well Recommended by Hon. E.M.Macdonald, P.C., K.C., H.B.McCulloch, M.P. St. Louis employers, I.P.McNab
Bell, J.P.	New Glasgow, N.S.	Col. N.H.Parsons, H.B.McCulloch, M.P., Hon. J.L.Isley,L.D.Currie,M.L.A. D. Fraser, M.L.A. D.C.Sinclair, K.C.
McEvoy, V.J.	Newcastle, N.B.	Premier Angus MacDonald, J.P.Barry, M.P., Premier Dysart, J.E.Reed, Father McLaughlin, Attorney General for N.B., Hon. C.G.Power.
Stewart, Colin H.	Summerside, Prince County, P.E.I.	Highly recommended by A.E.MacLean, M.P.
Fullerton, V.B.	Parrsboro, N.S.	Reference Prime Minister
McEvoy, J.W.		Senator C.W.Robinson
Davison, A.		Dominion Conference of Mayors requests representation
Kelly, Arthur	Gibbons P.O., Kings County, N.B.	Hon. J.E.Michaud.

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CANADA

UNEMPLOYMENT COMMISSION

Recommendations received in Department of Labour (not on P.M.'s list)

Quebec

NAME	ADDRESS	RECOMMENDED BY
Goora, Albert	2284 Albert Street, Montreal, P.Q.	A.K.Cameron(willing to serve without remuneration)
Marois, Alfred,		Hon. E. Lapointe
Fitzpatrick, J.F.	U.R.Project 144, Lake of Two Rivers, via Whitney, Ont.	Recommended highly by Hon. C.G.Power
Saint-Aubin, Cleophas	939 Hartland Avenue, Outremont,Montreal, P.Q.	Thos. Vien, M.P.,Major Power, E.C.St. Pere, M.P. S. Fournier, M.P., D.E.Black, M.P.
McEvoy, T.L.,	739 Cathcart Street, Montreal, P.Q.	
Gifford Liberal Ass'n.,	c/o J.A.Romeo Fortin, B.P.Gifford,P.Q.	Wilfred LaCroix, M.P.
Montmarquette, H.A.		W. Gariepy, M.P.
MacLellan, Mrs. Jessie,		Winnipeg Central Labour Council O.B.U., as their representative Ralph Maybank, M.P.
Pacaud, Lucien		Reference Rt. Hon. W.L. Mackenzie King
Lynch, Katherine	2177 Lincoln Ave., Montreal, P.Q.	References Hon. Dr. Veniot Senator Foster, W.G.Clarke, B. Hill, M.P.
Valiquette, Henri	c/o J.A.Crete, Ottawa.	J.A.Crete, M.P.,J.O.Boulanger Reference Hon. E.Lapointe
Aikin,J.A.	392 Grosvenor Ave., Westmount, P.Q.	Hon. C.A.Dunning,Dr.O.D.Skelton T. Stewart Lyon, Chancellor of Queens.
Vanier, Geo. Col.		Recommended -Major Gregg, Geo. C. McDonald, and Gen.Panet present Unemployment Commissioner Montreal.
David,Zenon	2010 Jolicoeur, Cote St. Paul,Montreal	Paul Mercier, M.P.

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CANADA

C137555

UNEMPLOYMENT COMMISSION

Recommendations received in Department of Labour(not on P.M.'s list)

(Quebec Con't.)

NAME	ADDRESS	RECOMMENDED BY
Beauchamp, J.E.	634 Bloomfield Street, Outremont, P.Q.	Thos. Vien, M.P.

Note

Dr. Stapleford recently had an interview with the Hon. N. McL. Rogers who was most favourably impressed. Special note was to be made of his name.

(Additions to list)

Spence, C. F.	308 O'Connor Street, Ottawa, Ont.	Frank Ahearn, M.P.
Coombs, A. E.	Box 325, St. Catharines, Ont.	A. B. Damude, M.P., Hon. J. C. Elliott, Hon. C. D. Howe, The Prime Minister, Hughes Cleaver, M.P., Col. Wm. Mulock, M.P.
Martin, J. A.	428 Rideau Street, Ottawa, Ontario.	H. D. Scully, Hon. E. Lapointe, David Sim, E. R. E. Chevrier.
McInnis, R. A.	Quebec City, Que.	"not asking for a job or remuneration, but an invitation to sit on new Unemployment Commission"
Nadeau, Arthur	Chandler, Que.	Maurice Brasset, M.P.
Weld, W. E.	318 Fairmont Avenue, Ottawa, Ontario.	Frank Ahearn, M.P.

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C 137556

REQUESTING POSITION AS SECRETARY TO

NATIONAL EMPLOYMENT COMMISSION

NAME	ADDRESS	DATE	RECOMMENDED TO
Babbage, R.R. Esq.	267 Melville Avenue, Westmount, P.Q.	Jan. 24, 1936	Himself
Rose, Bernard,		Jan. 24, 1936	R.R. Babbage
Relph, H. Spencer, Esq., S.S.C.	169 Cameron Street, Ottawa.	Feb. 27, 1936	Himself

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REQUESTS TO SERVE ON ANY COMMISSION

NAME	ADDRESS	DATE	RECOMMENDED BY
Garson, A.I.	St. John, N.B.	Jan. 7,1936	Himself
Tobin, S.G.	1005 Federal Building, Toronto, Ont.	Jan. 17,1936	Himself
Cadwell, J.W.	4 Wolseley Apts., Winnipeg, Man.	Jan. 31,1936	Mrs. J.W.Cadwell
Machado, J.A.	Ottawa, Ont.	Feb. 1,1936	Professor A.C.Lane
Cawdron, A.J.	50 Marlborough Ave., Ottawa.	Feb. 18,1936	Himself
Garson, A.I. (C.N.R. Board)	Realtor, St. John,N.B.	Mar. 16,1936	Himself
McWilliams,R.F.,K.C.	c/o Messrs McWilliams, Gunn & Lennox, 403 Avenue Building, Winnipeg, Man.	Mar. 16,1936	Himself

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C137558

SPECIAL

LIST OF APPLICANTS FOR POSITIONS

S. G. Tobin 1005 Federal Building, Toronto, Ont.	Jan. 15/36	Requested by Mr. King that name be put on list.
Patrick Donnelly, 33 MacLennan Avenue, Toronto, Ontario.	Jan. 23/36	Recommended by Mr. King.
Robert Stothers, Esq. P.O. Box 43, Ottawa, Ont.	March 17, 1936	Mr. King to make inquiry re Income Tax Branch re position for Mr. Stother's grandaughter

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SPECIAL

LIST OF APPLICANTS FOR POSITIONS

Nov.13/35	Mrs. John F. Buckley 1447 Barclay Street Vancouver	Referred to Mr. Rogers.
Nov.19/35	Mr. Norman Wilks	Recommended by Lady Gooderham 96 Old Forest Hill Rd. Toronto.
Jan. 4/1936	Miss Kathryn Ross 34 Music & Arts Bldg. Winnipeg	Referred to Mr. Power and Mr. Crerar
	Miss Margery Wade	Mentioned in a letter from Mr. Massey December 23/35
Jany.13/36	Herbert R. Wilson	Recommended by Hon. Dr. J. A. Faulkner, Minister of Health, Toronto
		Referred to Mr. Ilsley
	J. E. ATKINSON	Requested by Mr. King
	J. W. Dafoe	that names be put
	Mr. Bradshaw	on List.
Oct. 30/35	Jim Armstrong 99 Marier Road Eastview, Ont.	Rev. Allworth Eardley

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(Enclosed with letter of R.L. FRIEDENBURGH TO W.L.M.K., APRIL 18, 1936)

C137560

Kyle

NATIONAL EMPLOYMENT COMMISSION

BRITISH COLUMBIA

Name	Address	Recommended by
Munn, A. E.	736 Granville Street, Vancouver, B.C.	Hon. Ian Mackenzie (strongly recommends).
McGeough, Michael H.	1081 Nicola Street, Vancouver, B.C.	Hon. Ian Mackenzie, Speaker of B.C. Legislature.
Hansuld, George B.	Vancouver, B.C.	Brenton S. Brown, endorsed by Hon. Ian Mackenzie.
Moodie, Major S.F.M.	c/o Hon. Ian Mackenzie, Ottawa.	Hon. Ian Mackenzie submitted three names, Major Moodie to be considered third choice.
Buckley, Mrs. John F.	1447 Barclay Street, Vancouver, B.C.	Referred to Hon. N. McL. Rogers.
Nickson, T. Ralph	621 Roger Bldg., Vancouver, B.C.	
Pearson, Hon. G. S.	Minister of Labour for British Columbia.	J. Cameron.
Talbot, C.H.	Victoria.	
Cotton, Miles P.	Vancouver.	Dr. A. S. Gorrell
Carey, A.B.	Vancouver	G. F. Strong, President Vancouver Council of Social Agencies.
x Hansuld, B. Geo., J.P.,	Vancouver	himself

x - names added since original list prepared.

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PRAIRIE PROVINCES

Name	Address	Recommended by
Dafoe, J.W.	Winnipeg, Manitoba.	Prime Minister.
Lindal, Mrs. J.	788 Wolseley Avenue, Winnipeg, Man.	Hon. T. A. Crerar
Leitch, Rev. H. D.	Drumheller, Alta.	Hon. J. G. Gardiner
Graham, Charles A.	Great Western Garment Co. Edmonton, Alta.	"
Campbell, W. S.	Wainwright Gas Co., & Gault Alberta Ltd., Edmonton, Alta.	"
Johnstone, Allen	Hardisty, Alberta.	"
Turnbull, Fred	St.Albert, Alberta.	"
Shaw, Joseph T.	Calgary, Alberta.	"
Gouge, Jesse	Drumheller, Alberta.	"
Burns, Arthur P.	Medicine Hat, Alberta.	"
Morrison, Angus J.	Calgary, Alberta.	"
Representative of Ukrainians	Wakaw, Sask.	"
Representative of Unemployed of Saskatchewan	Union of Unemployed in Sask.	"
East, John	Saskatoon	"
X Stapleford, Dr. E. W.	Regina College, Regina, Sask.	"
Torgeson, T.A.	Estevan, Sask.	"
Perry, Harry	Regina, Sask.	"
Broulette, L.A.	Regina, Sask.	"
Miller, Thos.	Moosejaw, Sask.	"
Knox, Andrew	Prince Albert, Sask.	"

(X) Dr. Stapleford recently had an interview with the Hon. N. McL. Rogers who was most favourably impressed. Special note was to be made of his name.

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Prairie Provinces, Continued

Name	Address	Recommended by
Ross, Miss Kathryn	34 Music & Arts Bldg., Winnipeg, Manitoba.	Referred to Hon. C. G. Power and Hon. T. A. Crerar.
Kolb, E. W.	c/o J. T. Shaw, K.C., Calgary, Alberta.	J. T. Shaw, K.C., Senator Buchanan.
Craig, Rev. J. Richmond	c/o G. H. Aikins, K.C., Winnipeg, Manitoba.	G. G. Aikins, K.C., H. M. Tucker, formerly Manager, T. Eaton Co., Winnipeg, Manitoba.
Doerr, J. E., K.C.	Suite 301-2 Sterling Trusts Bldg., Regina	himself
MacLean, H.A.	201 Oddfellows Bldg., Calgary, Alberta.	himself
Cadwell, J.W.	4 Woleseley Apts., Winnipeg, Manitoba.	Mrs. J. W. Cadwell
Herron, J.E.	827 First Ave., N.E., Calgary, Alberta.	himself
MacKenzie, A.A.	12309 - 109 A. Ave., Edmonton, Alberta.	himself
Sutherland-Jones, Mrs.C.J.	Dauphin, Man.	herself.
Paterson, H.S.	Winnipeg, Manitoba.	Mr. Davies.
McWilliams, R.F., K.C.	c/o Messrs. McWilliams, Gunn & Lennox, 403 Avenue Bldg., Winnipeg, Man.	himself
Gunn, Col. Cecil H.	Schultz & Sutherland, Winnipeg.	
Patey, Albert E.	Lethbridge, Alberta.	
David, F. L.	Neepawa, Manitoba.	F. D. MacKenzie.
Federated Women's Institute of Canada,	Trochu, Alberta.	

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Prairie Provinces, continued

Name	Address	Recommended by
Elton, David N., K.C. Mayor of Lethbridge,	Lethbridge, Alta.	
Fraser, H. J.	Prince Albert, Sask.	himself
Wiertz, H. A.	617 First Ave., E., Calgary, Alta.	
McDonald, Duncan	Box 472, Drumheller, Alta.	himself
Robertson, Dr. Thomas	Prince Albert, Sask.	himself
x Campbell, V.H.	Dept. of Public Works, Government of Manitoba	A. W. Trickey
x Potter, E.D.	c/o Bruno Printing & Publishing Co., Bruno, Sask.	himself

x - names added since original list prepared.

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ONTARIO

Name	Address	Recommended by
Donnelly, Patrick	33 MacLennan Ave., Toronto	Prime Minister
Parliament, Nelson	Toronto	" " , W.A.Fraser,M.P.
Eby, Allan A.	Kitchener	" " Hon.W.D.Euler,
Gunn, Brig. Gen. John A.	60 Victoria St. Toronto	does not ask remuneration, approved by Prime Minister.
Tobin, S.G.	1005 Federal Bldg., Toronto	Prime Minister requested name be put on list.
Coombs, A.E.	Box 325, St.Catharines	Ref. Prime Minister, Hon. C.D.Howe; Hon. J.C. Elliott; A.B.Damude,M.P.; Col. Wm. Mulock,M.P.; and Hughes Cleaver, M.P.
Baldwin, Harry	Ottawa	Name suggested by P.M.
Atkinson, J.E.	Toronto	Prime Minister requested name be put on list.
Bradshaw, Mr.	Toronto	" " "
Valiquette, Henri	c/o J.A. Crete, Ottawa.	Ref. Hon. E. Lapointe, J.A. Crete, M.P.; J. O. Boulanger.
Doherty, Miss Helen	711 Hope Chambers, Ottawa	Hon. E. Lapointe; Hon. C.G. Power, Senator Cairine Wilson
Martin, J.A.	428 Rideau Street, Ottawa	Hon. E. Lapointe, E.R.E. Chevrier,M.P.; H.D.Scully, Comm. of Customs, and D. Sim, Comm. of Excise.
McEachern, John	c/o Hon. T. A. Crerar	Hon. T. A. Crerar
Fitzpatrick, J.F.	U.R. Project 144, Lake of Two Rivers, via Whitney	Recommended highly by Hon. C. G. Power
Hervey, Brig. Gen. C.L.	394 Avenue Rd., Toronto	Hon. C. G. Power
Wade, Miss Margery		Mentioned in letter from Mr. Massey, Dec. 23, 1935.

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ONTARIO, continued

Name	Address	Recommended by
Martyn, Howe	1437-A Queen St. W., Toronto	Hon. Vincent Massey, L. B. Pearson
Meath, Capt. C. W. E.	Bowmanville, Ont.	Hon. Ian Mackenzie F. W. Richard, M.P.
Tolmie, Mrs. Margaret D.	433 Wellington Street, Sarnia, Ont.	Hon. J. C. Elliott Mrs. W. H. Fox, Pres., Ontario Women's Liberal Ass. Toronto.
McEvoy, A.M.	559 Sherbourne Street, Toronto, Ont.	Hon. J. C. Elliott, Arthur Slaght, M.P.
Wilson, Herbert R.	Toronto (?)	Referred to Hon. J. L. Ilsley, Recommended by Hon. J. A. Faulkner, Minister of Health, Toronto.
Quayle, T. W.	Ottawa	Hon. W. A. Buchanan
Spence, C. F.	308 O'Connor Street, Ottawa.	F. Ahearn, M.P.,
Weld, W. E.	318 Fairmont Ave., Ottawa, Ont.	F. Ahearn, M.P.,
Carmichael, Mrs. Jean C.	502 Bronson Ave., Ottawa, Ont.	F. Ahearn, M.P., Senator Wilson, Miss Helen Doherty.
Wilks, Norman	Toronto (?)	Lady Gooderham, 96 Old Forest Hill Rd., Toronto.
Plouffe, Antonio	279 King Edward Ave., Ottawa.	J. F. Pouliot, M.P.
Henry, Edwin	Oshawa, Ont.	W. H. Moore, M.P.
Fitzgerald, John J.	Sudbury, Ont.	W. J. Hushion, M.P.
Walker, Dr. Frank N.	Toronto (?)	J. H. Spence, M.P.
Tubman, Wm.	Windsor, Ont.	Paul Martin, M.P.
Chauvin, Francis X.	Windsor, Ont.	Paul Martin, M.P.
Fowler, E. Bruce	277 Rubidge St., Peterborough	J. J. Duffus, M.P.

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ONTARIO, Continued

Name	Address	Recommended by
Mackintosh, Dr. W.A.	Queen's University, Kingston.	Dr. D. A. MacGibbon, Board of Grain Commissioners.
Ross, David G.	64 Metcalfe St. Ottawa.	J. T. Shaw, K.C., Calgary, Miss Alice E. Millar.
Biggs, Hon. F.C.	Hamilton	Murray Gollan, E. H. Carman Geo. E. Wood.
McKay, J.J.	Toronto	A. S. Rennie, M.P.
Montgomerie, Thos.	401 Eglington Ave., E. Toronto	Chairman Hydro Electric Power Commission.
Thompson, Robt. F.	191 St.George St. Toronto	Slater Hayden, Dr. Fyfe, H. W. Cassidy, Ph.D.
Mackay, J. F.	Ottawa	Mrs. C. H. Thorburn
Member of Can. Assoc. of Social Workers.	Toronto	Miss C. Jean Walker, Executive Secretary, Hon. David Croll.
Machado, J.A.	Ottawa	Prof. A. C. Lane.
Poole, D.R.	45 Colborne St., Toronto	L. W. Simms, R. G. Dingman
O'Connell, J.	175 Slater St. Ottawa.	Capt. E. S. Hind, Allan Martin, D. Epstein, J.P.
Hatcher, A.J.	North Bay	J. E. Matthews
Harstone, Ross	Liberal Candidate for Wentworth	
Hudson, Harold C.		Recommended highly by Pres. Robt. Simpson Co. H.T.H. Rand McNally through Arthur Rogers.
Faulkner, S.G.	Toronto	E. C. Bogart.
Hopper R.W.	15 Queen's Park, Toronto	Canadian Association of Social Workers.
Parker, Mrs. G. Camerson (A. Ethel)	29 Dorval Rd. Toronto	" " "

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ONTARIO, Continued

Name	Address	Recommended by
Armstrong, Jim	99 Marier Rd. Eastview	Rev. Allworth Eardley
Wyatt, J.M.	Ottawa	Rev. W. H. Leatham, Rev. T. Eakin
Hossack, Donald R.	Toronto	Rev. T. A. Moore
McIvor Daniel		L. L. Peltier, Jr.
McNamara, Miss R. (representing Unemployed women)	Toronto	
MacDonald, N.H. (alderman)	Ottawa	himself
Relph, H. Spencer, S.S.C.	169 Cameron St., Ottawa.	himself
Stone, E.A.	56 St.George St. Ottawa.	
Cawdron, A.J.	50 Marlborough Ave., Ottawa.	himself
Chenier, Miss Cecile	Ottawa	herself
Long, Robert	Macauley Ave., Toronto	herself
Laird, Rev. Robert, D.D.	Toronto	
Philpot, Elmore	Toronto	
Stephenson, W.R.	Petrolia	former Liberal Riding Sec. for East Lambton
Robertson, Dr. Thos.		
McCabe, Mrs. J.A.	Ottawa	
Ludgate, Jas.	Parry Sound	
Lerner, Max.	Ottawa.	W. R. Welch

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C 137568

Name	Address	Recommended by
Meiklejohn, Allan	Canadian Bank of Commerce,Bldg., Kingston.	
Brown, Col. W. J.	University of Western Ont. London, Ontario.	
Gonthier, Georges	Ottawa	
Sinclair, Huntley	Dunrobin, Ont.	
Thomson, D.D.	273 Fairlawn Ave., Toronto	
Lawrence, A.R.	22 Roxborough Dr. Toronto	
Bourne, Geo. N.	Ottawa	
Stiles, John A.	Chief Exec. Commr. Boy Scouts Ass'n, Ottawa.	
Avery, F.H., M.L.A.	Parliament Buildings, Toronto, Ont.	himself
Mayhew, J.	211 O'Connor St., Ottawa.	himself
Ogilvie, Jean M.	71 Vansittart Ave., Ottawa.	herself
Drummond, F.S.	Box 214, Niagara-on-the-Lake, Ont.	himself
Humphreys Ewart G.	Secretary, Executive Comm. Nat'l Unemployment Council, 61 Metcalfe St, Toronto.	himself
McGill, J.C.	Administrator, Oshawa Public Welfare Board, Oshawa, Ont.	
Davison A.		Dominion Conference of Mayors requests representation.
Haydon, J.A.P.		himself.

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CANADA

ONTARIO, continued

	Name	Address	Recommended by
x	Walker, Frank N., M.A., M.D.,	1854 Gerrard St. E., Toronto 8,	himself
x	Case, W. Garfield	District Manager, North American Life Ass'n Co. 156 - 9th Street, E., Owen Sound.	"
x	Shean, Walter		Hon. N.O.Hipel, Speaker Ontario Legislative Assembly very anxious he be appointed. Hon. Mr. Simpson Hon. J. A. Faulkner.
x	Representative Canadian Youth Council		A. Murdoch Keith, Sec. Canadian Youth Council, Toronto.
x	Mrs. Jane B. McAllister (Mrs. C.B.)	Chateau Laurier, Ottawa	herself
x	McEvoy, Mrs. J.P.		Mrs. W. H. Fox, Pres. Ont. Women's Liberal Ass. Toronto.

x - names added since original list prepared.

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QUEBEC

Name	Address	Recommended by
Goldenberg, H.C.	Montreal	Prime Minister.
Aikin, J. A.	392 Grosvenor Avenue, Westmount, Que.	Hon. C. A. Dunning, Dr. O. D. Skelton, T. Stewart Lyon, Chancellor of Queens.
Marois, Alfred		Hon. E. Lapointe
Pouliot, Henri, Notary	167 Brown Avenue, Quebec.	Hon. C. G. Power
Saint-Aubin, Cleophas	939 Hartland Avenue, Outremont, Que.	Hon. C. G. Power, Thos. Vien, M.P., E. C. St. Pere, M.P., S. Fournier, M.P. D. E. Black, M.P.
Lynch, Katherine	2177 Lincoln Ave., Montreal, Que.	References Hon. Dr. Veniot, Senator Foster, W. G. Clarke, B. Hill.
Beauchamp, J.E.	634 Bloomfield Street, Outremont, Que.	Thos. Vien, M.P.
Yates, James	Montreal	Thos. Vien, M.P.
Montmarquette, H.A.		W. Gariepy, M.P.
Ryan, Robert (Alderman)	Three Rivers, Que.	W. Gariepy, M.P.
McCourt, Fred	Apt. 23, 1489 Mountain St., Montreal, Que.	Rt. Hon. G. P. Graham,, Sir Edward Beatty
Gifford Liberal Association	c/o J.A.Romeo Fortin B. P. Gifford, Que.	Wilfred LaCroix, M.P.
David, Zenon	2010 Jolicoeur, Cote St.Paul, Montreal	Paul Mercier, M.P.
Goora, Albert	2284 Albert Street, Montreal,	A. K. Cameron (willing to serve without remuneration).

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CANADA

QUEBEC, continued

Name	Address	Recommended by
McEvoy, T.L.	739 Cathcart Street, Montreal, Que.	
Vanier, Col. Geo.	Montreal	Major Gregg, Geo. C. MaDonald, and General Panet, present Unemployment Commissioner, Montreal.
Rose, Bernard, K.C.,	Montreal	R. R. Babbage.
Lane, G.R.	Valcartier, Que.	
Rice, Rev. Horace G., M.A., B.D.	Fitch Bay, Que.	
Beriau, O.A.	Director General of Handicrafts, Minister of Agriculture, Que.	Offering his services to work with Commission.
Catholic Women's League of Canada	Montreal	
Babbage, R.R.	267 Melville Avenue, Westmount, Que.	himself
Martel, Leopold	Quebec, Que., 125 rue Bouffard.	himself
Gadbois, Raoul	Montreal, Que.	himself
Dechene, J.M.		St.Paul & District Liberal Association
Nadeau, Arthur	Chandler, Que.	Maurice Brasset, M.P.
McInnis, R.A.	Quebec, Que.	Offering his services as he has made special study of unemployment - would like to sit in on Comm.
Clifford, H.L.	395 Kensington Ave., Westmount, Que.	himself
Edwardson, P.T.	5415 Esplanade Ave., Montreal, Que.	himself
Purvis, Arthur	Montreal (?)	Bernard Rose.

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PUBLIC ARCHIVES
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CANADA

Maritime Provinces

Name	Address	Recommended by
Fullerton, V. B.	Parrsboro, N.S.	Reference Prime Minister
MacKay, R. H.	New Glasgow, N.S.	Hon. J. L. Ilsley
Kennedy, James	Glace Bay, N.S.	"
Cragg, E. J. (Mayor)	Halifax, N.S.	Hon. J. L. Ilsley, Halifax Dist. Trades and Labour Council - Samuel C. Connell, Peter R. Jack.
Kelly, Arthur	Gibbons P. O., Kings County, N.B.	Hon. J. E. Michaud
Thomas, Rev. H. E.	St. John, N.B.	Hon. J. E. Michaud Hon. C. W. Robinson
Doucet, J. Andre, M.P.P.	Paquettville, N.B.	Hon. J. E. Michaud
McEvoy, V. J.	Newcastle, N.B.	Hon. C. G. Power, Premier Angus MacDonald, J. P. Barry, M.P., Premier Dysart, Attorney General for N.B., J. E. Reed, Father McLaughlin.
Bell, J. P.	New Glasgow, N.S.	Hon. J. L. Ilsley, H. B. McCulloch, M.P. Col. N. H. Parsons, L. D. Currie, M.L.A. D. Fraser, M.L.A. D. C. Sinclair, K.C.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C137573

Maritime Provinces, Continued

Name	Address	Recommended by
Munro, Fred N.	Stellarton, N.S.	Well recomended by Hon. E. M. Macdonald, P.C., K.C., H. B. McCulloch, M.P., St. Louis Employers, I. P. McNab
Stewart, Colin H.	Summerside, P.E.I.	Highly recommended by A. E. MacLean, M.P.
Pickup, J. W.	North Sydney, N.S.	D. A. Cameron, M.P.
Garson, A. I. (C.N.R. Board)	St. John, N.B.	himself
Perkins, Geo. H.	Norton, N.B.	
Veniot, P. J.	Bathurst, N.B.	Recommended by himself for Chairmanship.

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(Enclosed with Letter of R.L. FREDENBURGH April 16, 1936)

C137574

NATIONAL EMPLOYMENT COMMISSION

BRITISH COLUMBIA

Name	Address	Recommended by
Munn, A. E.	736 Granville Street, Vancouver, B.C.	Hon. Ian Mackenzie (strongly recommends).
McGeough, Michael H.	1081 Nicola Street, Vancouver, B.C.	Hon. Ian Mackenzie, Speaker of B.C. Legislature.
Hansuld, George B.	Vancouver, B.C.	Brenton S. Brown, endorsed by Hon. Ian Mackenzie.
Moodie, Major S.F.M.	c/o Hon. Ian Mackenzie, Ottawa.	Hon. Ian Mackenzie submitted three names, Major Moodie to be considered third choice.
Buckley, Mrs. John F.	1447 Barclay Street, Vancouver, B.C.	Referred to Hon. H. MacL. Rogers.
Nickson, T. Ralph	621 Roger Bldg., Vancouver, B.C.	
Pearson, Hon. G. S.	Minister of Labour for British Columbia.	J. Cameron.
Talbot, C.H.	Victoria.	
Cotton, Miles P.	Vancouver.	Dr. A. S. Correll
Carey, A.B.	Vancouver	G. F. Strong, President Vancouver Council of Social Agencies.
x Hansuld, B. Geo., J.P.	Vancouver	himself

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BRITISH COLUMBIA

Name	Address	Recommended by
Fitzgerald, J. J.		J.P. Smith, K.C.
Sutherland, Mrs.		Hon. I. Mackenzie (Opposing)
Smith, W.W.	Vancouver	Hon. I. Mackenzie
Malkin, W. H.		Hon. I. Mackenzie
Oldum, Gen. Victor W.		Hon. I. Mackenzie

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PRAIRIE PROVINCES

Name	Address	Recommended by
Dafoe, J.W.	Winnipeg, Manitoba.	Prime Minister.
Lindal, Mrs. J.	788 Wolseley Avenue, Winnipeg, Man.	Hon. T. A. Crerar
Leitch, Rev. H. D.	Drumheller, Alta.	Hon. J. G. Gardiner
Graham, Charles A.	Great Western Garment Co. Edmonton, Alta.	"
Campbell, W. S.	Wainwright Gas Co., & Gault Alberta Ltd., Edmonton, Alta.	"
Johnstone, Allen	Hardisty, Alberta.	"
Turnbull, Fred	St.Albert, Alberta.	"
Shaw, Joseph T.	Calgary, Alberta.	"
Gouge, Jesse	Drumheller, Alberta.	"
Burns, Arthur P.	Medicine Hat, Alberta.	"
Morrison, Angus J.	Calgary, Alberta.	"
Representative of Ukrainians	Wakaw, Sask.	"
Representative of Unemployed of Saskatchewan	Union of Unemployed in Sask.	"
East, John	Saskatoon	"
X Stapleford, Dr. E. W.	Regina College, Regina, Sask.	"
Torgeson, T.A.	Estevan, Sask.	"
Perry, Harry	Regina, Sask.	"
Broulette, L.A.	Regina, Sask.	"
Miller, Thos.	Moosejaw, Sask.	"
Knox, Andrew	Prince Albert, Sask.	"

(X) Dr. Stapleford recently had an interview with the Hon. H. McL. Rogers who was most favourably impressed. Special note was to be made of his name.

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Prairie Provinces, Continued

Name	Address	Recommended by
Ross, Miss Kathryn	34 Music & Arts Bldg., Winnipeg, Manitoba.	Referred to Hon. C. G. Power and Hon. T. A. Crerar.
Kolb, E. W.	c/o J. T. Shaw, K.C., Calgary, Alberta.	J. T. Shaw, K.C., Senator Buchanan.
Craig, Rev. J. Richmond	c/o G. H. Aikins, K.C., Winnipeg, Manitoba.	G. G. Aikins, K.C., H. M. Tucker, formerly Manager, T. Eaton Co., Winnipeg, Manitoba.
Doerr, J. E., K.C.	Suite 301-2 Sterling Trusts Bldg., Regina	himself
MacLean, H.A.	201 Oddfellows Bldg., Calgary, Alberta.	himself
Cadwell, J.W.	4 Wolseley Apts., Winnipeg, Manitoba.	Mrs. J. W. Cadwell
Herron, J.E.	827 First Ave., N.E., Calgary, Alberta.	himself
MacKenzie, A.A.	12309 - 109 A. Ave., Edmonton, Alberta.	himself
Sutherland-Jones, Mrs.C.J.	Dauphin, Man.	herself.
Paterson, H.S.	Winnipeg, Manitoba.	Mr. Davies.
McWilliams, R.F., K.C.	c/o Messrs. McWilliams, Gunn & Lennox, 403 Avenue Bldg., Winnipeg, Man.	himself
Gunn, Col. Cecil H.	Schults & Sutherland, Winnipeg.	himself
Patey, Albert E.	Lethbridge, Alberta.	
David, F. L.	Neepawa, Manitoba.	F. D. MacKenzie.
Federated Women's Institute of Canada,	Trochu, Alberta.	

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Prairie Provinces, continued

Name	Address	Recommended by
Elton, David H., K.C. Mayor of Lethbridge,	Lethbridge, Alta.	
Fraser, H. J.	Prince Albert, Sask.	himself
Wiertz, H. A.	617 First Ave., E., Calgary, Alta.	
McDonald, Duncan	Box 472, Drumheller, Alta.	himself
Robertson, Dr. Thomas	Prince Albert, Sask.	himself
x Campbell, V. H.	Dept. of Public Works, Government of Manitoba.	A. W. Trickey
x Potter, E.D.	c/o Bruno Printing & pub- lishing Co. Bruno, Sask.	himself

x - names added since original list prepared.

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C 137579

PRAIRIE PROVINCES

Name	Address	Recommended by
Telegram recommending woman commissioner and a man under 35.		Sol Sinclair, President, Sask. Young Liberal Ass.

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PUBLIC ARCHIVES
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CANADA

ONTARIO

C137580

Name	Address	Recommended by
Donnelly, Patrick	33 MacLennan Ave., Toronto	Prime Minister
Parliament, Nelson	Toronto	" " , W.A.Fraser,M.P.
Eby, Allan A.	Kitchener	" " Hon.W.D.Euler,
Gunn, Brig. Gen. John A.	60 Victoria St. Toronto	does not ask remuneration, approved by Prime Minister.
Tobin, S.G.	1005 Federal Bldg., Toronto	Prime Minister requested name be put on list.
Coombs, A.E.	Box 325, St.Catharines	Ref. Prime Minister, Hon. C.D.Howe; Hon. J.C. Elliott; A.B.Damude,M.P.; Col. Wm. Mulock,M.P.; and Hughes Cleaver, M.P.
Baldwin, Harry	Ottawa	Name suggested by P.M.
Atkinson, J.E.	Toronto	Prime Minister requested name be put on list.
Bradshaw, Mr.	Toronto	" " "
Valiquette, Henri	c/o J.A. Crete, Ottawa.	Ref. Hon. E. Lapointe, J.A. Crete, M.P.; J. O. Boulanger.
Doherty, Miss Helen	711 Hope Chambers, Ottawa	Hon. E. Lapointe; Hon. C.G. Power, Senator Cairine Wilson
Martin, J.A.	428 Rideau Street, Ottawa	Hon. E. Lapointe, E.R.E. Chevrier,M.P.; H.D.Scully, Comm. of Customs, and D. Sim, Comm. of Excise.
McEachern, John	c/o Hon. T. A. Crerar	Hon. T. A. Crerar
Fitzpatrick, J.F.	U.R. Project 144, Lake of Two Rivers, via Whitney	Recommended highly by Hon. C. G. Power
Hervey, Brig. Gen. C.L.	394 Avenue Rd., Toronto	Hon. C. G. Power
Wade, Miss Margery		Mentioned in letter from Mr. Massey, Dec. 23, 1935.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

ONTARIO, continued

Name	Address	Recommended by
Martyn, Howe	1437-A Queen St. W., Toronto	Hon. Vincent Massey, L. B. Pearson
Meath, Capt. C. W. E.	Bowmanville, Ont.	Hon. Ian Mackenzie F. W. Richard, M.P.
Tolmie, Mrs. Margaret D.	433 Wellington Street, Sarnia, Ont.	Hon. J. C. Elliott
McEvoy, A.M.	559 Sherbourne Street, Toronto, Ont.	Mrs. W. H. Fox, Pres. Ont. Women's Liberal Ass. Toronto. Hon. J. C. Elliott, Arthur Slaght, M.P.
Wilson, Herbert R.	Toronto (?)	Referred to Hon. J. L. Ilsley. Recommended by Hon. J. A. Faulkner, Minister of Health, Toronto.
Quayle, T. W.	Ottawa	Hon. W. A. Buchanan
Spence, C. F.	308 O'Connor Street, Ottawa.	F. Ahearn, M.P.
Weld, W. H.	318 Fairmont Ave., Ottawa, Ont.	F. Ahearn, M.P.
Carmichael, Mrs. Jean C.	502 Bronson Ave., Ottawa, Ont.	F. Ahearn, M.P., Senator Wilson, Miss Helen Doherty.
Wilks, Norman	Toronto (?)	Lady Gooderham, 96 Old Forest Hill Rd., Toronto.
Plouffe, Antonio	279 King Edward Ave., Ottawa.	J. F. Pouliot, M.P.
Henry, Edwin	Oshawa, Ont.	W. H. Moore, M.P.
Fitzgerald, John J.	Sudbury, Ont.	W. J. Hushion, M.P.
Walker, Dr. Frank H.	Toronto (?)	J. H. Spence, M.P.
Tubman, Wm.	Windsor, Ont.	Paul Martin, M.P.
Chauvin, Francis X.	Windsor, Ont.	Paul Martin, M.P.
Fowler, E. Bruce	277 Rubidge St., Peterborough	J. J. Duffus, M.P.

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ONTARIO, Continued

Name	Address	Recommended by
Mackintosh, Dr. W.A.	Queen's University, Kingston.	Dr. D. A. MacGibbon, Board of Grain Commissioners.
Ross, David G.	64 Metcalfe St. Ottawa.	J. T. Shaw, K.C., Calgary. Miss Alice E. Millar.
Riggs, Hon. F.C.	Hamilton	Murray Gollan, E. H. Carman Geo. E. Wood.
McKay, J.J.	Toronto	A. S. Rennie, M.P.
Montgomerie, Thos.	401 Eglington Ave., E. Toronto	Chairman Hydro Electric Power Commission.
Thompson, Robt. F.	191 St.George St. Toronto	Slater Hayden, Dr. Fyfe, H. W. Cassidy, Ph.D.
Mackay, J. P.	Ottawa	Mrs. C. H. Thorburn
Member of Can. Assoc. of Social Workers.	Toronto	Miss C. Jean Walker, Executive Secretary, Hon. David Croll.
Machado, J.A.	Ottawa	Prof. A. C. Lane.
Poole, D.R.	45 Colborne St., Toronto	L. W. Simms, R. G. Dingman
O'Connell, J.	175 Slater St. Ottawa.	Capt. E. S. Hind, Allan Martin, D. Epstein, J.P.
Hatcher, A.J.	North Bay	J. E. Matthews
Harstone, Ross	Liberal Candidate for Wentworth	
Hudson, Harold C.		Recommended highly by Pres. Robt. Simpson Co. H.T.H. Rand McNally through Arthur Rogers.
Faulkner, S.G.	Toronto	E. C. Bogart.
Hopper R.W.	15 Queen's Park, Toronto	Canadian Association of Social Workers.
Parker, Mrs. G. Camerson (A. Ethel)	29 Dorval Rd. Toronto	" " "

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ONTARIO, Continued

Name	Address	Recommended by
Armstrong, Jim	99 Marier Rd. Eastview	Rev. Allsworth Eardley
Wyatt, J.M.	Ottawa	Rev. W. H. Leathem, Rev. T. Eakin
Hossack, Donald R.	Toronto	Rev. T. A. Moore
Melvor Daniel		L. L. Peltier, Jr.
McNamara, Miss R. (representing Unemployed women)	Toronto	
MacDonald, N.H. (alderman)	Ottawa	himself
Ralph, H. Spencer, S.S.C.	169 Cameron St., Ottawa.	himself
Stone, E.A.	56 St.George St. Ottawa.	
Cawdron, A.J.	50 Marlborough Ave., Ottawa.	himself
Chenier, Miss Cecile	Ottawa	herself
Long, Robert	Macaulay Ave., Toronto	herself
Laird, Rev. Robert, D.D.	Toronto	
Philpot, Elmore	Toronto	
Stephenson, W.R.	Petrolia	former Liberal Riding Sec. for East Lambton
Robertson, Dr. Thos.		
McCabe, Mrs. J.A.	Ottawa	
Ludgate, Jas.	Parry Sound	
Lerner, Max.	Ottawa.	W. R. Welch

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ARCHIVES PUBLIQUES
CANADA

C37584

ONTARIO, continued

Name	Address	Recommended by
Meiklejohn, Allan	Canadian Bank of Commerce, Bldg., Kingston.	
Brown, Col. W. J.	University of Western Ont. London, Ontario.	
Gonthier, Georges	Ottawa	
Sinclair, Huntley	Dunrobin, Ont.	
Thomson, D.D.	273 Fairlawn Ave., Toronto	
Lawrence, A.R.	22 Roxborough Dr. Toronto	
Bourne, Geo. E.	Ottawa	
Stiles, John A.	Chief Exec. Commr. Boy Scouts Ass'n, Ottawa.	
Avery, F.H., M.L.A.	Parliament Buildings, Toronto, Ont.	himself
Mayhew, J.	211 O'Connor St., Ottawa.	himself
Ogilvie, Jean M.	71 Vansittart Ave., Ottawa.	herself
Drummond, F.S.	Box 214, Niagara-on-the-Lake, Ont.	himself
Humphreys Ewart G.	Secretary, Executive Comm. Nat'l Unemployment Council, 61 Metcalfe St, Toronto.	himself
McGill, J.C.	Administrator, Oshawa Public Welfare Board, Oshawa, Ont.	
Davison A.		Dominion Conference of Mayors requests representation.
Haydon, J.A.P.		himself.

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CANADA

ONTARIO, continued

	Name	Address	Recommended by
x	Walker, Frank H., M.A., M.D.,	1554 Gerrard St. E., Toronto 8,	himself
x	Case, W. Garfield	District Manager, North American Life Ass'n Co. 156 - 9th Street, E., Owen Sound.	"
x	Shean, Walter (from Dept. of Labour)		Hon. N.O.Hipel, Speaker Ontario Legislative Assembly very anxious he be appointed. Hon. Mr. Simpson Hon. J. A. Faulkner.
x	Representative Canadian Youth Council		A. Murdoch Keith, Sec. Canadian Youth Council, Toronto.
x	Mrs. Jane B. McAllister (Mrs. C.B.)	Chateau Laurier, Ottawa	herself
x	McEvoy, Mrs. J.P.		Mrs. W. H. Fox, Pres. Ont. Women's Liberal Ass. Toronto.

x - names added since original list prepared.

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PUBLIC ARCHIVES
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CANADA

C/137586

QUEBEC

Name	Address	Recommended by
Goldamberg, H.C.	Montreal	Prime Minister.
Aikin, J. A.	392 Grosvenor Avenue, Westmount, Que.	Hon. C. A. Dunning, Dr. O. D. Skelton, T. Stewart Lyon, Chancellor of Queens.
Marois, Alfred		Hon. E. Lapointe
Pouliot, Henri, Notary	167 Brown Avenue, Quebec.	Hon. C. G. Power
Saint-Aubin, Cleophas	939 Hartland Avenue, Outremont, Que.	Hon. C. G. Power, Thos. Vien, M.P., E. C. St. Pere, M.P., S. Fournier, M.P. D. E. Black, M.P.
Lynch, Katherine	2177 Lincoln Ave., Montreal, Que.	References Hon. Dr. Veniot, Senator Foster, W. G. Clarke, E. Hill.
Beauchamp, J.E.	634 Bloomfield Street, Outremont, Que.	Thos. Vien, M.P.
Yates, James	Montreal	Thos. Vien, M.P.
Montmarquette, H.A.		W. Gariepy, M.P.
Ryan, Robert (Alderman)	Three Rivers, Que.	W. Gariepy, M.P.
McCourt, Fred	Apt. 23, 1489 Mountain St., Montreal, Que.	Rt. Hon. G. P. Graham, Sir Edward Beatty
Gifford Liberal Association	c/o J.A.Romeo Fortin E. P. Gifford, Que.	Wilfred LaCroix, M.P.
David, Zenon	2010 Jolicoeur, Cote St.Paul, Montreal	Paul Mercier, M.P.
Goora, Albert	2284 Albert Street, Montreal,	A. K. Cameron (willing to serve without remuneration).

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PUBLIC ARCHIVES
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CANADA

QUEBEC, continued

Name	Address	Recommended by
McEvoy, T.L.	739 Cathcart Street, Montreal, Que.	
Vanier, Col. Geo.	Montreal	Major Gregg, Geo. C. MacDonald, and General Panet, present Unemployment Commissioner, Montreal.
Rose, Bernard, K.C.,	Montreal	R. R. Babbage.
Lane, G.R.	Valcartier, Que.	
Rice, Rev. Horace G., M.A., B.D.	Fitch Bay, Que.	
Beriau, O.A.	Director General of Handicrafts, Minister of Agriculture, Que.	Offering his services to work with Commission.
Catholic Women's League of Canada	Montreal	
Babbage, R.R.	267 Melville Avenue, Westmount, Que.	himself
Martel, Leopold	Quebec, Que., 125 rue Bonffard.	himself
Gadbois, Raoul	Montreal, Que.	himself
Decheme, J.M.		St.Paul & District Liberal Association
Nadeau, Arthur	Chandler, Que.	Maurice Brasset, M.P.
McInnis, R.A.	Quebec, Que.	Offering his services as he has made special study of unemployment - would like to sit in on Comm.
Clifford, H.L.	395 Kensington Ave., Westmount, Que.	himself
Edwardson, P.T.	5415 Esplanade Ave., Montreal, Que.	himself
Purvis, Arthur	Montreal (?)	Bernard Rose.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C137587

QUEBEC

Name	Address	Recommended by
Irene Joly	President, L'Association des Femmes Proprietaires de Montreal.	Madame L. De L. Roberge.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

Maritime Provinces

Name	Address	Recommended by
Fullerton, V. B.	Parrsboro, N.S.	Reference Prime Minister
MacKay, R. H.	New Glasgow, N.S.	Hon. J. L. Ilsley
Kennedy, James	Glace Bay, N.S.	"
Cragg, E. J. (Mayor)	Halifax, N.S.	Hon. J. L. Ilsley, Halifax Dist. Trades and Labour Council - Samuel C. Connell, Peter R. Jack.
Kelly, Arthur	Gibbons P. O., Kings County, N.B.	Hon. J. E. Michaud
Thomas, Rev. H. H.	St. John, N.B.	Hon. J. E. Michaud Hon. C. W. Robinson
Doucet, J. Andre, M.P.P.	Paquettville, N.B.	Hon. J. E. Michaud
McEvoy, V. J.	Newcastle, N.B.	Hon. C. G. Power, Premier Angus MacDonald, J. P. Barry, M.P., Premier Dysart, Attorney General for N.B., J. E. Read, Father McLaughlin.
Bell, J. P.	New Glasgow, N.S.	Hon. J. L. Ilsley, H. B. McCulloch, M.P. Col. H. H. Parsons, L. D. Currie, M.L.A. D. Fraser, M.L.A. D. C. Sinclair, K.C.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 137589

Maritime Provinces, Continued

Name	Address	Recommended by
Munro, Fred N.	Stellarton, N.S.	Well recommended by Hon. E. M. Macdonald, P.C., K.C., H. B. McCulloch, M.P., St. Louis Employers, I. P. McNab
Stewart, Colin H.	Summerside, P.E.I.	Highly recommended by A. E. MacLean, M.P.
Pickup, J. W.	North Sydney, N.S.	D. A. Cameron, M.P.
Carson, A. I. (C.N.R. Board)	St. John, N.B.	himself
Perkins, Geo. H.	Norton, N.B.	
Veniot, P. J.	Bathurst, N.B.	Recommended by himself for Chairmanship.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C137590

GREAT BRITAIN

Name	Address	Recommended by
Rundle, William	c/o Peeress, London, England.	

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PUBLIC ARCHIVES
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CANADA

C137591

ONTARIO

Name	Address	Recommended by
Fitzgerald, John J.	Sudbury, Ontario.	W. J. Hushion, M.P.
Moore, Thomas	Commissioner, The Employment and Social Insurance Commission, Ottawa, Ontario.	W.L. Mackenzie King

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

UNADDRESSED

C 137592

Name	Address	Recommended by
MacLean, Neil		W.L. Mackenzie King
Bradshaw, Thomas		W.L. Mackenzie King

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C137593

PRAIRIE PROVINCES

Name	Address	Recommended by
Telegram recommending woman commissioner and a man under 35.		Sol Sinclair, President, Sask. Young Liberal Ass.

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ARCHIVES PUBLIQUES
CANADA

C137594

QUEBEC

Name	Address	Recommended by
Irene Joly	President, L'Association des Femmes Proprietaires de Montreal.	Madame L. De L. Roberge.

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

137595

UNEMPLOYMENT COMMISSION

Name	Address	Date	Recommended By
Talbot, C. H.,	Victoria, B. C.	Oct. 3, 1935	
Bourne, Geo. N.	Ottawa, Ont.	Oct. 10, 1935	
Stiles, John A. (Chief Exec. Commr. Boy Scouts Assn.)	Ottawa, Ont.	Oct. 15, 1935	
Can. Assn. of Social Workers, representative from	Toronto, Ont.		Hon. David Croll
Federted Woman's Institute of Canada	Trochu, Alta.	Oct. 17, 1935	
Baldwin, Harry,	Ottawa, Ont.	Oct. 24, 1935	
Lane, G. H.,	Valcartier, P. Q.	Oct. 18, 1935	
Gonthier Georges	Ottawa, Ont.	Oct. 22, 1935	
Rice, Rev. Horace G., M. A., B. D.	Fitch Bay, P. Q.	Oct. 19, 1935	
McIvor, Daniel		Oct. 24, 1935	L.L. Peltier,Jr.
Rose, Bernard, K.C.,	Montreal, P. Q.	Oct. 29, 1935	
McNamara, MissR. (representing Unemployed women)	Toronto, Ont.	Oct. 22, 1935	
Elton, David H., K.C., (Mayor of Lethbridge)	Lethbridge, Alta.	Oct. 16, 1935	
Wyatt, J. M.,	Ottawa, Ont.	Oct. 31, 1935	Rev. W.H. Leathem Rev. T. Eakin
Cotton, Miles P.	Vancouver, B.C.	Nov. 5, 1935	Dr. A. S. Correll
Fraser, H. J.,	Prince Albert.	Nov. 21, 1935	Himself.
Cragg, E. J.,	Halifax, N. S.	Nov. 26	Peter R. Jack.

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PUBLIC ARCHIVES
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CANADA

137596

UNEMPLOYMENT COMMISSION - 1938

NAME	ADDRESS	DATE	RECOMMENDED BY
Ryan, Robert (Alderman)	Three Rivers, P.Q.	Dec. 14	Wilfred Geriepy, M.P.
Biggs, Hon. F.C.	Hamilton, Ont.	Oct. 19	E. H. Carman Geo. E. Wood
Perkins, Geo. H.	Norton, N.B.	Oct. 28	
Thomas, Rev. H.E.	St. John, N.B.	Nov. 2	Hon. C.W.Robinson
Laird, Rev. Robert, D.D.	Toronto, Ont.	Nov. 2	
Philpot, Elmore	Toronto, Ont.	Oct. 19	
Hossack, Donald Ross	Toronto, Ont.	Nov. 7	Rev. T.A. Moore
Catholic Women's League of Canada	Montreal, P.Q.	Nov. 15	
Cragg, Edward J.	Halifax, N.S.	Nov. 18	Halifax Dist. Trades & Labour Council, Samuel C. Connell
Stephenson, H.R. (former Liberal Riding Sec. for East Lambton	Petrolia, Ont.	Nov. 15	
Thomas, Rev. H.E.	St. John, N.B.	Dec. 17	Hon. J.E.Michaud
Doucet, J. Andre, M.P.P.	Paquettville	Dec. 18	Hon. J.E.Michaud
Baldwin, Harry	Ottawa, Ont.	Dec. 18	
Robertson, Dr. Thos.			
Goldenberg, H.E.			
Carey, A.B.	Vancouver, B.C.	Dec. 19	G.F.Strong, Pres. of Vancouver Council of Social Agencies
Yates, James	Montreal	Dec. 20	Thomas Viens, Montreal
McCabe, Mrs. J.A.	Ottawa, Ont.	Dec. 18	
Ludgate, Jas.	Parry Sound, Ont.	Dec. 24	

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137597

UNEMPLOYMENT COMMISSION. 1935

Name	Address	Date	Recommended by
S. G. Faulkner	Toronto, Ont.	Dec. 31	
O. A. Beriau	Director General of Handicrafts Minister of Agriculture Quebec	Dec. 19	Offering his services to work with Comm.
T.A. Torgeson	Estevan - Nursery Coal and Clay Interests	Dec. 25	Hon. J.A. Gardiner
Harry Perry	Regina	Dec. 25	Hon. J.A. Gardiner
L.A. Broulette	Regina (Wheat Pool)	Dec. 25	Hon J.A. Gardiner
C.H. Richardson	Saskatoon (Manufacturer)	Dec. 25	Hon. J.A. Gardiner
John East's name substituted for that of C. H. Richardson.			
Thos Miller	Moosejaw (Editor)	Dec. 25	Hon. J.A. Gardiner
Andrew Knox	Prince Albert	Dec. 25	Hon. J.A. Gardiner

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UNEMPLOYMENT COMMISSION - 1936.

Name	Address	Date	Recommended by
John East	Saskatoon,	Feb. 21	Hon. J.G. Gardiner

This name is substituted for that of Mr. C. H. Richardson, manufacturer of Saskatoon. C. H. Richardson listed on 1935 list.

Arthur Purvis		Feb. 25	Bernard Rose
J. W. Pickup	North Sydney,	March 3	D. A. Cameron, M.P.
H. Spencer Relph, S.S.C.	169 Cameron Street, Ottawa, Ont.	Feb. 27	Himself
Max Lerner		March 9	W.R. Walch
J. F. McKay	Toronto,	March 11	A.S. Rennie, M.P.
Dr. E.W. Stapleford	Regina College, Regina, Sask.	March 14	Hon. J.G. Gardiner
Leopold Martel	125 rue Boufford, Quebec, P.Q.	March 24	Himself
F. H. Avery, M.L.A.	Parliament Buildings, Toronto, Ontario.	March 21	Himself
Duncan McDonald	Box 472, Drumheller, Alta.	March 27	Himself
J. Mayhew	211 O'Connor St., Ottawa, Ontario.	March 20	Himself
Jean M. Ogilvie,	71 Vansittart Ave., Woodstock, Ont.	March 31	Herself
J. M. Dechene		April 1	Andre M. Dechene
J. M. Dechene		March 31	St. Paul & District Liberal Association
Hon. F.C. Biggs		April 3	Murray Gollan
John D. Murray		April 7	George S. Burns

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UNEMPLOYMENT COMMISSION. 1936

Name	Address	Date	Recommended by
Frederick McCourt		Jan. 27	Sir Edward Beatty
J. E. Doerr, K.C.	Suite 301-302 Sterling Trusts Building Regina, Sask.	Jan. 10	Himself.
H. A. MacLean,	201 Oddfellows Building, Calgary, Alta.	Feb. 5	Himself.
F. S. Drummond	Box 214, Niagara-on-the-Lake, Ontario.	Feb. 1	Himself.
J. W. Cadwell	4 Wolseley Apartments, Winnipeg, Manitoba.	Jan. 31	Mrs. J. W. Cadwell
J. A. P. Hayden		Feb. 5	Himself.
Ewart G. Humphreys	Secretary, Executive Comm., Nat'l Unemployment Council, 61 Metcalfe Street, Toronto, Ontario.	Feb. 7	Himself.
Thomas Moore		Feb. 7	Protest.
H. L. Clifford	395 Kensington Avenue, Westmount, Quebec.	Feb. 10	Himself.
P. T. Edwardson	5415 Esplanade Ave., Montreal, Quebec.	Feb. 11	Himself.
J. E. Herron	827 First Avenue N.E., Calgary, Alberta.	Feb. 12	Himself.
J. F. McKay		Feb. 13	Himself.
A. A. MacKenzie	12309 - 109A Avenue, Edmonton, Alberta.	Feb. 17	Himself.
J. C. McGill	Administrator, Oshawa Public Welfare Board, Oshawa, Ontario.	Feb. 11	Himself.
T. W. Quayle		Feb. 8	Hon. W. A. Buchanan.

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UNEMPLOYMENT COMMISSION - 1936.

Name	Address	Date	Recommended by
Leopold Martel	Quebec, Que	Jun. 27	Himself.
Raoul Gadbois	Montreal, Que.	Jan. 30	Himself.
N. H. MacDonald	Ottawa, Ont.	Jan. 13	Himself (Alderman)
Rev. H.D. Leitch	Drumheller, Alta.	Jan. 27	Hon. J.G. Gardiner.
Charles A. Graham	Edmonton, Alta. Owner, Great Western Garment Co.	Jan. 27	Hon. J.G. Gardiner
W.S. Campbell	Wainwright Gas Co., & Gault Alberta Ltd. Edmonton, Alta.	Jan. 27	Hon. J.G. Gardiner
Allen Johnstone	Lumber Merchant Hardisty, Alta.	Jan. 27	Hon. J.G. Gardiner
Fred Turnbull	St. Albert, Alta. Farmer	Jan. 27	Hon. J.G. Gardiner
Joseph T. Shaw	Calgary, Alta Barrister.	Jan. 27	Hon. J.G. Gardiner.
Jesse Gouge	Drumheller, Alta. Coal Mine Operator	Jan. 27	Hon. J.G. Gardiner.
Arthur F. Burns	Medicine Hat, Alta. Builder	Jan. 27	Hon J.G. Gardiner
Angus J. Morrison	Calgary,, Alta. Secretary, United Mine Workers of America, Burns Block	Jan. 27	Hon. J.G. Gardiner.
Representation of Ukrainians.	Wakaw, Sask.	Jan. 27	President of the Ukrainian Community Centres, through Mr. Gardiner.
Representative of Unemployed of Sask	Union of Unemployed in Saskatchewan	Jan. 23	Hon. J.G. Gardiner.
Dr. Thomas Robertson	Prince Albert, Sask.	Jan. 14	Himself

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PUBLIC ARCHIVES
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C137600

UNEMPLOYMENT COMMISSION - 1936.

Name	Address	Date	Recommended by
Leopold Martel	Quebec, Que	Jan. 27	Himself.
Raoul Gadbois	Montreal, Que.	Jan. 30	Himself.
N. H. MacDonald	Ottawa, Ont.	Jan. 13	Himself (Alderman)
Rev. H.D. Leitch	Drumheller, Alta.	Jan. 27	Hon. J.G. Gardiner.
Charles A. Graham	Edmonton, Alta. Owner, Great Western Garment Co.	Jan. 27	Hon. J.G. Gardiner
W.S. Campbell	Wainwright Gas Co., & Gault Alberta Ltd. Edmonton, Alta.	Jan. 27	Hon. J.G. Gardiner
Allen Johnstone	Lumber Merchant Hardisty, Alta.	Jan. 27	Hon. J.G. Gardiner
Fred Turnbull	St. Albert, Alta. Farmer	Jan. 27	Hon. J.G. Gardiner
Joseph T. Shaw	Calgary, Alta Barrister.	Jan. 27	Hon. J.G. Gardiner.
Jesse Gouge	Drumheller, Alta. Coal Mine Operator	Jan. 27	Hon. J.G. Gardiner.
Arthur P. Burns	Medicine Hat, Alta. Builder	Jan. 27	Hon J.G. Gardiner
Angus J. Morrison	Calgary, Alta. Secretary, United Mine Workers of America, Burns Block	Jan. 27	Hon. J.G. Gardiner.
Representation of Ukrainians.	Wakaw, Sask.	Jan. 27	President of the Ukrainian Community Centres, through Mr. Gardiner.
Representative of Unemployed of Sask	Union of Unemployed in Saskatchewan	Jan. 23	Hon. J.G. Gardiner.
Dr. Thomas Robertson	Prince Albert, Sask.	Jan. 14	Himself

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CANADA

137601

UNEMPLOYMENT COMMISSION - 1936

Name	Address	Date	Recommended by
S.G Faulkner	Toronto, Ont.	Jan. 3	E.C. Bogart
J.F MacKay	Ottawa, Ont.	Jan. 4	Mrs. C.H. Thorburn
Miss Cecile Chenier	Ottawa, Ont.	Jan. 6	Herself
Mrs. C.J. Sutherland-Jones	Dauphin, Man.	Jan. 6	Herself
R.H. MacKay	New Glasgow, N.S.	Jan. 2	Hon. J.L. Ilsley
James Kennedy	Glace Bay, N.S.	Jan. 2	Hon. J.L. Ilsley
E.J. Cragg (Mayor)	Halifax, N.S.	Jan. 2	Hon. J.L. Ilsley
Nelson Parliament		Jan. 11	Requested by Mr. King that name be put on list.
Nelson Parliament		Jan. 8	W.A. Fraser, M.P.
Fred McCourt	Montreal	Jan. 3	Himself
R.H. MacKay	New Glasgow, N.S.	Jan. 9	Hon. J.L. Ilsley
Hon G.S. Pearson	Minister of Labour for B. C.	Jan. 14	J. Cameron
J.E. Atkinson			Requested by Mr. King
J.W. Dafoe			that names be put
Mr. Bradshaw			on list
Jos. T. Shaw	Calgary	Jan. 16	Senator W.A. Buchanan
Fred McCourt		Jan. 16	R t. Hon.G.P. Graham
H.S. Paterson	Winnipeg, Man.	Jan. 18	Mr. Davies.
Rev. H.D. Leitch	Drumheller, Alta.	Jan. 17	Himself.
Member of Can. Assoc. of Social Workers	Toronto, Ont.	Jan. 9	Miss C. Jean Walker Executive Secretary.
Dr. Thomas Robertson	Prince Albert, Sask.	Jan. 14.	Requested by Mr. King that name be put on list

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C137602

OFFICE OF THE PRIME MINISTER

MEMORANDUM for Mr. Fredenburgh

Mr. King desires to have two files re Employment Commission:

✓ (a) a confidential file;

✓ (b) a general one.

Mr. Rogers is to have copies from both - except "personal" letters, to which reference only need be made.

W.J.T.

May 5, 1936.

a-ls
26/5/36

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

(MACKENZIE KING)
J.C.

137603(a)

Rec'd May 7/36

Put with papers
(Confidential)

National Employment Commission:

Arthur B. Purvis

Tom Moore

Thomas Bradshaw

Neil MacLean

Mrs. Sutherland

Quebec - Alfred Marois or Larondeau

West - Deputy Minister of Agriculture.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PUBLIC ARCHIVES
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CANADA

C 137604

OFFICE OF THE PRIME MINISTER

MEMORANDUM for Mr. Fredenburgh

May 9, 1936

H-100
bf.10(a)

Will you please let me have for 212 a list of all recommendations re personnel of Employment Commission, to be referred to if and when the Prime Minister may wish to have interviews in the House with Mr. Rogers on this subject.

W.J.T.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

Collateral - Employment - National Employment Commission

137605

NATIONAL EMPLOYMENT COMMISSION.

Requests for Positions on Staff.

Name	Address	Date	Recommended by
MacLean, H. A.	c/o The North West Commercial Travellers Assoc. of Canada, 201 Oddfellows Building, Calgary, Alberta.	June 27, 1936.	Himself.
Ketchum, Jesse, Esq.,	116 Carling Avenue, Ottawa, Ontario.	June 23, 1936.	Himslef.

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PUBLIC ARCHIVES
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CANADA

C 137606

NATIONAL EMPLOYMENT COMMISSION

Requests for Position on Staff.

Name	Address	Date	Recommended by
Dr. Berta Hamilton		May 26	Mrs. P. Foster
Charles Cloutier	5926 Clarke Street, Montreal, P.Q.	May 29	Himself
Owen Griffith,	45 Gloucester Street, Toronto, Ontario	June 9	Himself

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C 137607

NATIONAL EMPLOYMENT COMMISSION

Requests for Position on Staff.

Name	Address	Date	Recommended by
Baldwin, Harry		June 6	W.L. Mackenzie King
Case, W. G.	Owen Sound.	April 17	W.P. Telford, M.P.
Clark, W. H.	Hotel Genosha, Oshawa, Ontario.	April 30	Himself
Cloutier, Charles	5926 Clarke Street, Montreal, P.Q.	May 29	Himself
Graham, Redmond	137 Slater Street, Ottawa, Ontario.	April 21	Himself
Griffith, Owen	45 Gloucester Street, Toronto, Ontario.	June 9	Himself
Hamilton, Dr. Berta		May 26	Mrs. P. Foster
Hedderwick, Harry		April 14	Rev. L.H. Fowler
MacLean, H. A.	c/o The North West Commercial Travellers Association of Canada, 201 Oddfellows Building, Calgary, Alberta.	May 11	Himself
Martel, Leopold	125 rue Bouffard, Cite de Quebec, P.Q.	April 15	Himself
Mooney, George	2478 Mariette Ave., Montreal, P.Q.	April 23	J.E. Macpherson
Ogilvie, Jean M.	42 Vansittart Avenue, Woodstock, Ontario.	May 23	Herself
Pickell, A. E.	832 Duplex Block, Prince Albert, Saskatchewan.	May 19	Himself
Sinclair, Neil	Fifth Avenue Hotel, New York City.		Himself
Stephens, Wm. E.	3B, Ft. Garry Court, Winnipeg, Manitoba.	May 20	Himself

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C 137608

NATIONAL EMPLOYMENT COMMISSION

Requests for Position on Staff.

Name	Address	Date	Recommended by
Harry Hedderwick		April 14	Rev. Louis H. Fowler
Neil Sinclair	Fifth Avenue Hotel, New York City.		Himself
Leopold Martel	125 rue Bouffard, Cite de Quebec, P.Q.	April 15	Himself
W. G. Case	Owen Sound.	April 17	W. P. Telford, M.P.
Redmond Graham	137 Slater Street, Ottawa, Ontario.	April 21	Himself
George Mooney	2478 Mariette Ave., Montreal, P.Q.	April 23	J.E. Macpherson
W. H. Clark	Hotel Genosha, Oshawa, Ontario.	April 30	Himself
H. A. MacLean	c/o The North West Commercial Travellers Association of Canada, 201 Oddfellows Building, Calgary, Alberta.	May 11	Himself
A. S. Pickell	832 Dupàex Block, Prince Albert, Saskatchewan.	May 19	Himself
Wm. E. Stephens	3B, Ft. Garry Court, Winnipeg, Manitoba.	May 20	Himself

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CANADA

C137609

NATIONAL EMPLOYMENT COMMISSION

Requests for Position of Secretary.

Name	Address	Date	Recommended by
R. H. Babbage	267 Melville Ave., Westmount, P.Q.	Jan. 18	Himself
Bernard Rose		Jan. 18	R. H. Babbage
H. Spencer Relph	169 Cameron Street, Ottawa, Ontario.	Feb. 27	Himself

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PUBLIC ARCHIVES
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CANADA

Collateral - Employment - External Employment Commission

137610

NATIONAL EMPLOYMENT COMMISSION

Requests for Position on Staff.

Name	Address	Date	Recommended by
Jean M. Ogilvie	42 Vansittart Avenue, Woodstock, Ontario.	May 23	Herself

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PUBLIC ARCHIVES
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CANADA

Miss Wicket

Ref.

Have given main w. extract to W.L.M. Pls. ack. fact & get to Hansard Statement

Collection - Employment - National
C137611 Employment
Commission

HOUSE RENOVATION SCHEME

Statement by N. E. C.

(For release in morning papers of Saturday, October 17/1936.

National-wide community campaigns for promoting improvement and repair of houses across Canada will be stimulated at once.

Arthur B. Purvis, Chairman, said to-day the National Employment Commission is going full speed ahead in encouraging Canadian communities, rural and urban, to get behind the government's house repair and modernization plan. His statement followed announcement by Honourable C. A. Dunning, Finance Minister, that chartered banks have agreed to "bridge the gap" between now and the coming session of parliament and loan money to house owners of integrity.

Warm appreciation of the chartered banks' co-operation was expressed by the Commission Chairman. He stressed the point that, with Fall here and Winter in the offing, it was essential to get immediate community co-operative action throughout the Dominion.

"It is hoped," said Mr. Purvis, "that in the Windsor, Ontario district, where some pioneering work has already been done, banks will be able to begin making loans next Monday, October 19th. In other sections of the country it may take about two weeks before active operations can be commenced. A little time will be required for banks to provide necessary forms and to instruct local managers of all their branches. Prospective borrowers should make application to their local bank."

"The beneficial scope of the plan is so wide it does not appear in its entirety at first sight," the Employment Commission Chairman told the press. "Not only will the plan directly benefit thousands of house owners enabled under it to make needed repairs and changes which tight money and depressed conditions rendered next to impossible, but it will give a tremendous impetus all along the line. In every community of Canada, house repairs and modernization are urgently required."

The National Employment Commission has a "solid basis" for expecting total amounts spent in Canada under the plan will be two, three or even four times the total amount of loans made, he said. Not only would many of those receiving loans be able to finance part of the expenditure out of their own savings but under the stimulus of aggressive campaigns for house improvement thousands who did not require loans would fall in line with their neighbors in renovating and modernizing their homes.

"Business is recovering," Mr. Purvis stated. "The building trades, building supplies industries and general laborers who find employment in building have,

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however, had only a very small share in this recovery. The house repair and modernization plan puts into the hands of these depressed trades a real instrument of recovery."

Attention was drawn by the Commission Chairman to certain features of the plan. He explained that the discount rate, equivalent to an interest rate of slightly over six per cent per annum included charges for special services which the banks must necessarily perform in connection with making this particular type of loan. When the cost of these services was deducted, the banks would receive a very moderate return. Farmers, as well as urban dwellers, come under the scheme. No endorsement or other security is required to secure a loan. Persons who have no income cannot get a loan. On the other hand such persons will benefit through increased employment opportunities.

The fact that a house already carried a mortgage is no barrier to securing a loan. Mr. Purvis said that mortgage holders would doubtless support the plan because every improvement enhanced the value of the property which constituted their security.

Community co-operation is essential if the plan is to attain its greatest success and benefit the largest number, he emphasized. One reason was that municipal taxation obstacles must not be put in its path. The plan will be conditional upon municipalities agreeing not to increase assessments on house improvements by repair or modernization.

The Commission Chairman stated that a similar scheme had found immediate response and met with great success in the United States. Started in 1934 it had grown to very large proportions. Up to September of the present year, about one million one hundred thousand individual modernization loans amounting to $440,000,-000 had been made. Information gathered by the Commission would justify the belief that Canada could and should do proportionatelyas well, if not better.

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C37613

Memorandum of the activities of the National Employment Commission, prepared by Mr. A. G. MacLachlin, October 27th, 1936.

THE NATIONAL EMPLOYMENT COMMISSION.

The National Employment Commission, set up by Act of Parliament 1936, held its first meeting on June 1st, 1936, under the Chairmanship of Mr. Arthur B. Purvis and it is felt that the work which has been done and is being done will be all that was hoped for. Since the main reason for the setting up of the Commission was to bring about an improvement in employment opportunities, it follows that before recommendations could be submitted to the Government a tremendous amount of information would have to be secured, studied, analysed and used in laying the foundations for long-range plans. In this connection it is worthy of note that some four hundred "plans" to end unemployment have been submitted to the Commission by citizens from every part of the Dominion and from many walks in life. Some are childish and amusing, others are carefully thought out schemes, which with some modifications, may be used to help solve the all-important problem of unemployment. Between these two extremes lie plans of varying merit, but each one is receiving the careful attention of the Commission so that there is no chance of any worthwhile ideas being overlooked. In addition to such plans voluntarily submitted the Commission has definitely set out to secure full information concerning the individual recipients of relief, the possibility of finding employment for them by stimulating housing, by the improvement of farms, by the setting up of plans for afforestation and reforestation, by

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 C137614

providing occupational training for the youth and the setting up of an apprenticeship system, by the expansion of our primary industries, by the improvement of our Employment Service facilities, etc.

Commencing in the month of September, a complete registration of the unemployed on relief was undertaken, with full particulars being secured of each individual, so that accurate information of every case will be available. This is proceeding most satisfactorily and a complete report of the situation will be available during the month of November.

A special committee to study the employment problems of youth between 18 and 25 has been set up and after making an exhaustive investigation into the possibilities has now submitted its report to the Commission and in due course the Commission will make recommendations to the Government based on this report. Another special committee to study the question of employment for women has more recently been set up and a mass of information is already available for this committee to start work on.

The Commission is also co-operating with the various Departments of the Government which are responsible for the carrying out of public works, with a view to arranging in so far as possible to concentrate on projects which would provide a maximum amount of labour and at the same time aid and develop the resources of the Dominion.

The Commission has already made recommendations to the Government for the inauguration of plans designed to bring about

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increased employment. One of these, recently adopted and already in active operation is the House Modernization and Renovation Plan, a plan based on a somewhat similar plan which has been in operation in the United States with marked success. Under this plan the Dominion Government guarantees the Bank against loss up to 15% of the amount loaned, on all loans to house owners who borrow for the purpose of making alterations and repairs to their homes. Experience in the United States has shown that the losses are negligible if reasonable care in making loans is exercised. The general effect of this plan is to make it possible for a house owner to pay for his house modernization or repair on the instalment plan, in much the same way as he now buys his radio, motor car or washing machine. There is one big difference, however, and that is that the discount rate is less than half that charged by the average corporation selling its goods on the instalment plan, 3½ percent versus the usual 7 percent. The Banks in Canada have shown great interest in this plan and are making arrangements to have it available to all, whether in city of hamlet. If the public will respond to this wonderful opportunity to undertake much needed repairs and alterations to their homes the result should be a great demand for mechanics in the building trades, and it is the building trades which have been the hardest hit by the depression from which we are slowly but surely emerging.

The Government policy of abolishing the relief camps,

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C 137616

and the subsequent temporary employment of men from the camps on railway maintenance of way work, presented one more problem to the National Employment Commission, as with the closing down of the work on the railways, the men being laid off would be seeking other means of livelihood, To meet this situation the Commission recommended the adoption of the Farm Improvement and Employment Plan and this is now in operation in several of the provinces, and is being considered by the others. Under this plan the government offers the farmer $5.00 per month for every extra man he will employ taken from the ranks of the unemployed over 16 years of age. The man so employed is guaranteed a wage of $7.50 per month by the Government and receives board and lodging from his employer plus any extra wage which the farmer may see fit to pay him. This plan is effective for the months, October to March inclusive, and provides those who are physically fit with an opportunity to engage in productive work for the winter months. Under this plan a large number should secure employment, as farmers will realize the advantage of the extra help, making needed improvements to buildings, fences, etc., at little or no cost to themselves. This plan is carried on on a co-operative basis by the Dominion and Provincial Governments, sharing the cost on a 50% basis. The province, however, being responsible for the administration and administrative costs.

Other plans which may be recommended by the Commission willl

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C 137619

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C137620

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(MACKENZIE KING) C 137623

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Vol. 10

Rt. Hon. W. L. Mackenzie King

re

Employment Commission

Recd Nov. 9/36

Hansard, June 16, 1931,
page 2711

Employment. National Employment Commission
Mr. King in Opposition 1930-35

"Let that board seek to coordinate the work between the provinces, the municipalities, all public bodies and private organizations. Why should not the Red Cross Society and like organizations be utilized in times of peace as well as in times of war to perform useful services in connection with the unemployed and the needy? I am sure its members would welcome the opportunity."

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C137624

Rt. Hon. W. L. Mackenzie King

re

Employment Commission.

Extract from Third Radio Address, delivered on August 5, 1938.

"Under the guidance and direction of the commission, steps will be taken to mobilize the agencies for relief, both state and voluntary, and so to co-ordinate their work as to avoid over-lapping, relief rackets and abuses, and to secure a proper supervision and auditing of the expenditure of all monies. Similarly, in the endeavour to provide employment, effort will be made to mobilize and co-ordinate the activities of agencies prepared to lend their good offices in providing work."

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C137625

Revised Memorandum, January 24, 1938

re

Employment Commission

Right Hon. W. L. Mackenzie King (Leader of the Opposition)

"Hon. members I think will recall that at the first session of this parliament, the so-called special session, and all subsequent sessions, I stressed very strongly the desirability of the government, in dealing with the problem of unemployment, appointing a national commission or committee, a body that would be representative of the more important industrial and philanthropic interests in the country, of employers and employees, of railway companies, of such organizations as chambers of commerce, the manufacturers' association, the trades and labour congress, the Salvation Army, the Red Cross and bodies of that sort, which national commission would be a body formed for the purpose of administering expenditure of federal appropriations for relief purposes and supervising and linking up all efforts at relieving unemployment and providing work by coordinating whatever might owe its origin to funds provided by the federal government, provincial governments and municipalities or other bodies."

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National Employment Commission "Activities"
Unemployment & Farm Relief C 137626

Cell - Nat'l Employment Commission

Memo furnished by
Department of Labour

Ottawa, November 10, 1936

Memorandum to the Minister:

REVIEW OF LEGISLATIVE MEASURES AND PROGRESS REFLECTED IN ACTIVITIES OF THE DEPARTMENT OF LABOUR - NOVEMBER 1, 1935, TO OCTOBER 31, 1936

I. NEW LEGISLATION

During the period under review, new legislative measures were enacted as follows: (1) providing for the establishment of a National Employment Commission; and (2) respecting unemployment relief during 1936-37 and assistance in the promotion of agricultural settlement and rehabilitation and in the development, conservation and improvement of certain natural and other resources. Statements relative to activities under these two enactments appear elsewhere in this resumé.

II. SOCIAL LEGISLATION BEFORE PRIVY COUNCIL

On June 17, 1936, the Supreme Court of Canada rendered judgments on the constitutionality of eight statutes comprising the "social legislation" enacted during the 1934 and 1935 sessions of the Dominion Parliament. The decisions of the Supreme Court in regard to certain of these measures, namely, the Employment and Social Insurance Act, the Weekly

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Rest in Industrial Undertakings Act, the Minimum Wages Act and the Limitation of Hours of Work Act, have been appealed by the Dominion Government to the Judicial Committee of the Privy Council in England. Some of the provinces have appealed the decisions of the Supreme Court concerning the other references.

III. ROYAL COMMISSION ON ANTHRACITE COAL

While proceedings under the Combines Investigation Act have been largely suspended during the year, pending amendments to the Act which will be submitted to Parliament at the forthcoming session, investigation has been made under the Inquiries Act into the possibilities of continued monopolistic control of the anthracite coal trade. Public concern with respect to the control of the importation and sale of anthracite led to the Government's appointment, in June, 1936, of a royal commission to inquire whether conditions prejudicial to the public existed and to recommend any action found to be necessary to safeguard the interests of consumers. The investigation was entrusted to Dr. H. M. Tory, formerly head of the National Research Council of Canada. Public hearings were conducted by Dr. Tory in Montreal, Quebec, Halifax, Saint John, Toronto and Ottawa. Further research work on the problem will be carried on before the Commissioner submits his report, which is expected within a few weeks.

IV. GENERAL WORK OF THE DEPARTMENT

(a) Annuities

No advertising was used in either newspapers or magazines at public expense during the period under report, but other methods, namely, advertising by means of

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circularization and personal canvassing by representatives, were used most effectively to broaden out the sale of annuities. During the period October 1, 1935, to September 30, 1936, the volume of business transacted showed a marked increase over the preceding year. During this period 9,498 contracts were issued and a total of $26,114,612.55 was received in payment of annuities, as compared with 4,990 contracts issued and $17,139,420.41 received during the previous year; an increase of 190.3 per cent in the number of contracts issued and 164.0 per cent in the amount of purchase money received. Appointments of 19 annuities representatives were made during the 12-month period in the following places: New Glasgow, N.S., Yarmouth, N.S., Charlottetown, P.E.I., Montreal, P.Q., (2) Toronto, Ont., (3) Kingston, Ont., Stratford, Ont., Dryden, Ont., London, Ont., Winnipeg, Man., (3) Regina, Sask., Edmonton, Alta., and Vancouver and New Westminster, B.C.

It was decided that the rates for annuities should be placed upon a more up-to-date mortality basis. In consequence, the rates for annuities were revised upwards by fifteen per centum with effect from September 5, 1936, by authority of Orders in Council Nos. 2241 and 2345, dated September 3 and 10, 1936, respectively. Arrangements were also made with Professor H. A. Mackenzie of the University of Toronto, a Fellow of the Institute of Actuaries of Great Britain, to make an investigation into the experience of the Government Annuities System since its inception in 1908 and to prepare a new table of rates in accordance with this experience, such table to be also based upon a rate of interest to be decided upon. The investigation referred to is at present being made.

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(b) Conciliation Activities and Administration of Industrial Disputes Investigation Act

During the said twelve month period the Department has succeeded to a marked degree in the performance of one of its main functions - the conciliation and mediation of labour disputes. This is evidenced by the work of the Department's conciliation service, and the results obtained through the establishment of Boards of Conciliation and Investigation under the Industrial Disputes Investigation Act.

In accordance with the Conciliation and Labour Act, the Department's Conciliation Service mediated during the past year in 46 important industrial disputes. In 27 of these cases settlements were effected, 4 cases are still pending adjustment, while in 15 cases the departmental officers found it impossible to render effective assistance. Boards of Conciliation were averted in 14 instances. Among the disputes settled were those of rayon workers at Cornwall, involving 1,755 employees, and steel workers at Sault Ste. Marie, involving 1,727 workers. Special reference should be made to the settling of disputes in the western mining areas. Out of 9 cases dealt with in this connection, 8 settlements were effected.

Under the Industrial Disputes Investigation Act, which applies directly to disputes in mines, transportation, agencies of communication and certain other public service utilities (where it is illegal for an employer to lock out his workmen or for the employees to go on strike until the matter

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in dispute has first been dealt with by a Board of Conciliation and Investigation) the department during the past year received 28 applications for the establishments of boards. Eleven boards were established in accordance with the terms of the Act, eight of which have so far reported to the Department.

In seven of the eight cases, either the Board's award was accepted or its recommendations subsequently formed the basis of settlement. In the 17 cases in which Boards were not granted, four were settled as a result of departmental mediation, five were cases in which settlements were effected through direct negotiations between the parties concerned or it was found that the machinery of the statute could not be utilized. The eight other cases are now receiving the attention of the Department.

One of the most important cases in recent years is engaging the attention of the Department at the present time, i.e., a dispute between the principal Canadian railways and approximately 100,000 railwaymen, comprised in 17 labour organizations in the Dominion, arising out of the request of the latter for the discontinuance of a wage deduction of 10 per cent originally put into effect in December, 1931.

(c) Employment Service

(i) Statistics on Unemployment among their members as reported by trade unions.

According to reports regularly received from 1,800 local trade unions throughout Canada, having a combined membership of approximately 182,000, unemployment continued to diminish during the past year, dropping to 10.8 per cent of the membership at August 31, 1936, the low point since

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September, 1930. The comparable figure for September 30, 1936, was 10.9 per cent, while at September 30, 1935, the percentage was 13.0. Thus a net decrease in the twelve months ended with September of over 16 per cent in the gross amount of unemployment amongst trade union members is indicated by these figures.

Figures for August 31 and September 30 of 1933 to 1936 are as follows:

Year	August 31	September 30
1933	19.9%	19.8%
1934	16.5%	16.4%
1935	14.2%	13.0%
1936	10.8%	10.9%

(ii) Survey of Employment Service of Canada

Upon the motion of the National Employment Commission, an extensive survey of the facilities provided to the public through the present Dominion-Provincial Employment Service has just recently been undertaken by the Department of Labour, for the purpose of studying existing facilities with a view to their expansion and specialization in the field of employment to better serve the public interest, having in mind the possibility of the entire Service being taken over by the Government of Canada as a branch of the federal Service. It is the thought of the National Employment Commission that, if such a move could be consummated, the organization of the labour market throughout Canada would be more adequate to meet existing and future employment needs.

(iii) Statistics of Direct Relief Recipients

In conjunction with the Dominion Unemployment Relief Branch, the Employment Service Branch at the beginning

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of 1936 began the collection and compilation of more exhaustive statistics with regard to direct relief than had heretofore been gathered. The statistical system adopted, which was carried out in co-operation with the provincial and local relief authorities, aimed at a complete classification of recipients of direct relief under the more significant divisions as to domestic status, employability, relief history, and the like. In part these statistics were given to the House of Commons at the last Session by the Minister of Labour; they have been published in the Annual Report of the Department of Labour, and in the Labour Gazette, and they were available to the National Employment Commission upon its appointment in order to enable that body to view the relief situation in its several phases as a preliminary to such of its work as involves the general problem of relief.

(d) Fair Wages Policy on federal Contracts

The Fair Wages Policy has been extended to a point where it now applies to practically all manner of Government contracts, large and small. This is in keeping with the terms of a resolution of the House of Commons of March, 1900, on which the Fair Wages Policy was originally based. The use of schedules of wages rates in public contracts for building and construction, repair and demolition, has also been developed so that instead of minor contracts being subject only to conditions calling for adherence to the current wages rates in the district, schedules are now being included in all contracts for minor works as well as for the larger projects. Comprehensive tables of wages rates from coast to coast have been compiled in the Department of Labour for these purposes

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and have been communicated to all of the Government departments concerned.

In the case of all contracts for Government equipment and supplies, sworn declarations are required to be furnished by the contractor as to the wages scales which have been observed, with a view to ensuring the payment to the workpeople of fair wages. These statements are subjected to close examination in the Department of Labour before payments are authorized.

(e) International Labour Organization

The Department of Labour is entrusted with important duties arising out of Canada's relations with the International Labour Organization (League of Nations). With the resignation of Germany from the League of Nations and the International Labour Organization, which became effective in October, 1935, Canada was designated by the Governing Body to take the seat previously filled by Germany, Canada thereby regaining a permanent seat on the Governing Body. At the opening of the Seventy-Third Session of the Governing Body the Canadian Government representative, Dr. W. A. Riddell, was honoured by being unanimously elected as chairman of the Governing Body for the ensuing year.

Honourable Norman McL. Rogers, Minister of Labour, who, as one of the Canadian Government representatives, attended the Assembly of the League of Nations in Geneva this autumn, also represented the Government of Canada at the special Maritime Session of the International Labour Conference convened on October 6, 1936, and was elected vice-president of the Session. This session dealt exclusively with maritime matters,

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including regulation of hours of work on board ship; protection of seamen; promotion of seamen's welfare in ports; holidays with pay, etc.

In addition, the Canadian Government was represented at the General Conference of the International Labour Organisation held in Geneva in the month of June, 1936, by Dr. W. A. Riddell, Canadian Advisory Officer, League of Nations, and Mr. Gerald H. Brown, Assistant Deputy Minister of Labour.

(f) Library

The Library of the Department was established in 1900 and has continued to render to the Minister and the Department useful service in the collection of books and data dealing with labour, social and economic trends. Subject to departmental requirements, the services of the library are at the disposal of the general public and frequent use is made of its material by students from Canadian universities and others interested in industrial and social welfare. Books are sent by mail, wherever possible, to any persons wishing to borrow them, and special information and bibliographies are compiled when required.

(g) General

In addition to the activities already mentioned, the normal functions of the Department include the publication of a monthly journal--the Labour Gazette; the collection and compilation by its Statistics Branch of information in regard to strikes and lockouts, changes in prices and cost of living, wages and hours of labour, industrial agreements and industrial accidents, this data being published regularly either in the Labour Gazette or in special supplements thereto; the compilation and publication annually of reports on labour organisation and Labour legislation in Canada.

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H.S. RELPH

Memorandum furnished by
Department of Labour

ACTIVITIES OF THE [31st December, 1936.

C 137635

NATIONAL EMPLOYMENT COMMISSION

Employment - Nat'l Employment Commission.

APPOINTMENTS.

The National Employment Commission came into being under and by virtue of "An Act respecting the establishment of the National Employment Commission," Chapter 7, assented to on the 8th of April, 1936 and appointments to the Commission were made by virtue of Order in Council P.C. 1140 of the 30th day of May, 1936, the personnel of the Commission being as follows:

Arthur B. Purvis of the City of Montreal, Chairman;

A. N. McLean of Blacks Harbour, New Brunswick;

A. Marois of the City of Quebec;

Tom Moore of the City of Ottawa;

Mrs. Mary M. Sutherland of Wells, British Columbia;

W. A. Mackintosh of the City of Kingston, Ontario;

E. J. Young of Dummer, Saskatchewan.

OFFICE ACCOMMODATION

Through the courtesy of the Employment and Social Insurance Commission, the premises occupied by it on the 2nd floor of the Jackson Building were made available.

POWERS AND DUTIES OF THE COMMISSION

The Commission shall,

(a) carry out as soon as possible a national registration and classification of persons on relief in co-operation with the provinces, municipalities and private and public bodies;

(b) recommend to the Minister conditions to be complied with by any province obtaining grants for relief purposes from the Government of Canada;

(c) recommend to the Minister effective means of mobilizing the agencies for relief both state and voluntary, and so co-ordinating their work as to avoid overlapping and abuses, and to secure when necessary, an effective supervision and auditing of

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expenditures of all moneys;

(d) investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment;

(e) recommend to the Minister measures with respect to programs of public works and projects of the Dominion, the provinces, the municipalities, and other agencies, intended to aid in providing employment in a manner which will serve to mobilize and co-ordinate their activities;

(f) investigate and report to the Minister on measures of co-operation with commercial and industrial groups in devising means under which provision may be made for the maintenance and increase of employment;

(g) investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry;

(h) investigate and report upon ways and means of providing employment for disabled persons, and co-operate with the Veterans' Assistance Commission in its efforts to secure suitable employment for ex-soldiers;

(i) recommend to the Minister comprehensive measures constituting long-range plans of national development which may be proceeded with or discontinued from time to time as conditions may determine;

(j) take such steps to ensure such publicity as in the opinion of the Commission may be necessary to enable it effectively to discharge its powers and duties.

The Commission shall, under the direction of the Minister supervise the expenditure of funds voted by Parliament for purposes of relief and providing employment, and perform such administrative duties with respect to relief and employment as may be assigned to it from time to time by the Governor in Council.

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MEETINGS OF THE COMMISSION

The first meeting of the Commission took place on the 1st and 2nd days of June 1936 and to date, one special and Fifteen regular meetings have been held. On two other occasions the Commission heard delegations, one from the City of Windsor and the other from the Grand River Conservation Commission.

SPECIAL COMMITTEES.

Ten special Committees of the Commission were appointed, of which the following are still functioning:-

1. Assisted Land Settlement Committee.
2. Dominion Expenditures on Public Works Projects Committee.
3. Registration Committee.
4. Youth Reconditioning (Agriculture) Committee.
5. Proposals Allocation Committee.

ORGANIZATION.

As it was considered most advantageous to utilize wherever possible the services of Dominion and Provincial officials in carrying out the purposes of the Act, only a very small staff has been functioning, there being only 19 employees on the Commission's payroll whose duties are divided in the order of organization under the following sub-headings:

Secretariat
Relief (Now Co-ordination of Aid)
Registration
Housing
Publicity
Statistical.

NATIONAL ADVISORY COMMITTEE

The Act provides that the Governor in Council may, with a view to more effectively enabling the Commission to carry out its functions, name a "National Advisory Committee" to include representatives of industrial, occupational, philanthropic, and social service organizations. This Committee, it is expected, will not exceed forty-five members and at the moment only ten members to this Committee have been appointed.

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YOUTH EMPLOYMENT COMMITTEE

This special Committee was appointed by Order in Council P.C. 2242 on the 2nd day of September, 1936, and has been functioning ever since. The following five members of the National Advisory Committee comprise the personnel of this special Committee:

Alan Chambers of the City of Victoria, Chairman;

R.F.Thompson of the City of Toronto, Ontario;

Joseph McCully of Newmarket, Ontario;

A. Montpetit of the City of Montreal, Quebec;

W.C.Nickerson of the City of Halifax, Nova Scotia.

The Committee, or representatives of it, have visited every major point in Canada since its appointment and have interviewed in the course of its investigations, nearly one thousand persons and representatives of organizations. The Chairman also visited some of the Civil Conservation Camps in New York State. Literature has been studied including governmental reports issued by Federal, British, New Zealand and American governments.

The Committee has received the utmost co-operation from officials of the Dominion Bureau of Statistics and the Departments of Interior, Mines, External Affairs, Labour, and the services of experts from the Forestry Service were also available.

From the information gathered, the Committee decided that the problem was not merely one of providing immediate employment but that any approach to a solution must be on a broad basis, including a consideration of training, guidance, placement, education, apprenticeship, etc. A Report dated the 9th of October, dealing with the youth problem in Canada has been submitted to the National Employment Commission for its consideration and has been made the subject of recommendation to the Minister of Labour. The Report estimates that there are some 174,000 young men in the age group 18 to 25 who are unemployed in Canada at the present time. This report is divided under the following headings:

The Immediate Problem;
Youth at School;
Youth Leaving School;
Youth and Industry;
Youth and Leisure.

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The main avenues explored for reconditioning and training those who have been longest out of work in the 18 to 25 group were:

Forestry conservation and protection;

Mining;

Aviation;

Agriculture;

Fishing.

The principal recommendations contained in the Report were:

A. Reconditioning and training plans for young unemployed men in the age group of 18 to 25 inclusive in the foregoing industries.

B. Re-organization of the Employment Service of Canada including facilities for juvenile placement.

C. General recommendations dealing with the above main avenues of employment.

The Commission has made the following recommendations to the Minister of Labour:

1. The inauguration of a National Volunteer Forest Service plan by the Dominion Government in conjunction with all Provincial Governments.

2. The establishment of Young Men's Training Centres in 25 large urban cities by the Dominion Government.

The Committee is now actively engaged in preparing further reports dealing with apprenticeship, agriculture, juvenile placement, counselling and guidance.

WOMEN'S EMPLOYMENT COMMITTEE

A special committee was appointed on the 3rd day of November, consisting of five of the members of the National Advisory Committee. They have been appointed not only for their social service activities but from a geographical viewpoint. It is intended that this Committee will, in conjunction with Commissioner Sutherland, investigate and report upon measures and means to aid unemployed women to secure employment in industry and commerce. The personnel of this Committee consists of:

Mrs. L. G. Ferguson, Westville, Nova Scotia;
Miss Ruth Low, Kitchener, Ontario;
Mrs. A. J. Currie, Govan, Saskatchewan;
Madame Maurice Cormier, Montreal, P.Q.;
Mrs. Walter Lindal, Winnipeg, Manitoba.

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COMMISSION'S ACTIVITIES

The Chairman and other members of the Commission have found it necessary to visit certain nearby cities and other localities. The Chairman visited the Maritime Provinces and, with Commissioner Mackintosh, Toronto and Windsor. Commissioner Moore visited Toronto and Montreal. Commissioner Sutherland visited the principal cities throughout Canada in connection with women's problems. Commissioner Young has recently made an exhaustive study into farm and land settlement schemes in the West, and a special committee of the Commission consisting of Commissioners Young, Sutherland and Mackintosh is now studying the general question of assisted land settlement and particularly to the allied problem of existing direct relief among farmers and settlers exclusive of those in the drought area of Western Canada. Commissioners Sutherland and Young examined a number of the community settlements in Northern Ontario and also in Quebec.

COMPLIANCE WITH SECTION 6

OF THE ACT

This part of the memorandum deals with the powers and duties of the Commission under Section 6 and what has been accomplished by the Commission thereunder.

(a) ....."carry out as soon as possible a national registration and classification of persons on relief in co-operation with the provinces, municipalities and private and public bodies:"

A recommendation was made to the Minister for approval to carry out an initial national registration and classification of persons on relief, etc., and this portion of the work has now been practically completed under the supervision of Mr. V.C.Phelan of the Employment Service of Canada, who has been appointed Director of Registration. The temporary staff undertaking this work comes under the jurisdiction of the Department of Labour. For results to date see under Recommendations--Registration of Unemployed on relief.

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(b) ....."Recommend to the Minister conditions to be complied with by any province obtaining grants for relief purposes from the Government of Canada;"

Information is being gathered from all sources in order that the Commission may be in a position to make recommendations to the Minister in connection with the obtaining of grants for relief by the Provinces. (See also 'C')

(c) ....."recommend to the Minister effective means of mobilizing the agencies for relief both state and voluntary, and so co-ordinating their work as to avoid overlapping and abuses, and to secure when necessary, an effective supervision and auditing of expenditures of all moneys;"

Miss Charlotte Whitton, who has been loaned to the Commission by the Canadian Welfare Council, has been placed in charge of the co-ordination of aid section and is busily engaged in making an exhaustive study of all the agencies for relief both state and voluntary and as to the co-ordination of their work. As soon as this has been completed recommendations will be made to the Minister.

Enquiries are being made to ascertain the present method of supervision and auditing of all relief expenditures and at the request of the Commission the Comptroller of the Treasury has recently reported on this subject.

Charts are being prepared by the statistical section of the Commission showing all Federal moneys provided for relief and employment for the present fiscal year and expenditures therefrom.

Attached to this memorandum are the following charts:

Chart N.E.C. I -
Shows the total amount provided by the Federal Government for relief and employment for the fiscal year and expenditures to 30th of September.

Chart N.E.C. 2 -
Shows the amount voted in the special supplementary estimates for relief projects undertaken by Federal Departments in co-operation with the Provinces and for Grants-in-Aid.

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Chart N.E.C. 3 -

Shows the amount voted in the special supplementary estimates for relief projects undertaken in the Provinces by Federal Departments.

Charts N.E.C. 9, 10, 12 -

Shows current commitments for the Provinces of Manitoba (9), Saskatchewan (10), British Columbia (12), for relief and employment to these Provinces, loans to date and all previous disbursements.

Chart N.E.C. 13 -

This is really a graph showing the total number on direct relief throughout the Dominion including the drought area from March 1932 to August 1936 with total cost including the Dominion, Provincial and Municipal expenditures. Preliminary figures from September to November 30th are also indicated.

(d) ....."investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment;"

The Commission has received to date 425 proposals from individuals and organizations, out of which 325 have received the consideration of the Commission. A number of these proposals have already been recommended to the Minister for his consideration.

(e) ....."recommend to the Minister measures with respect to programs of public works and projects of the Dominion, the provinces, the municipalities and other agencies, intended to aid in providing employment in a manner which will serve to mobilize and co-ordinate their activities;"

A special committee of the Commission was appointed on the 14th day of September to confer with the Government Departments in respect to Public Works Projects, particularly as to the relative proportion of expenditure on labour and as to their aid in developing or conserving the country's assets. A further special committee was appointed on the 5th day of November to study the employment value of Public Works as a relief measure.

(f) ....."investigate and report to the Minister on measures of co-operation with commercial and industrial groups in devising means under which provision may be made for the maintenance and increase of employment."

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This is being dealt with by the Commission as a whole.

(g) ....."investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry;"

This is now receiving the consideration of the Youth Employment Committee, of the National Advisory Committee and a report will be submitted early in January.

(h) ....."investigate and report upon ways and means of providing employment for disabled persons, and co-operate with the Veterans' Assistance Commission in its effort to secure suitable employment for ex-soldiers;"

The Commission has co-operated in every way with the Veterans' Assistance Commission and any proposals dealing with the employment of Veterans have been forwarded to that Commission.

(i) ....."recommend to the Minister comprehensive measures constituting long-range plans of national development which may be proceeded with or discontinued from time to time as conditions may determine;"

Long-range plans of national development are receiving the consideration of the Commission.

(j) ....."take such steps to ensure such publicity as in the opinion of the Commission may be necessary to enable it effectively to discharge its powers and duties;"

The appointment of a "Director of Publicity" was made on the 20th of October, 1936.

PUBLICITY

Active and energetic promotion of the Home Improvement Plan has necessitated a steady flow of advertising and publicity material. The Commission, recognizing at the outset the paramount importance of making the plan known throughout Canada if it is to be a success, obtained the services of Messrs. Cockfield, Brown & Company of Montreal as advertising agents. Preparation of advertising matter is in the hands of this experienced firm. The material prepared is all subject to review by the publicity

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office of the Commission before appearing in any publication. Booklets and pamphlets of an explanatory nature are being circulated widely. One national broadcast in support of the plan has taken place and it is hoped to arrange further broadcasts from time to time.

The newspapers, both daily and weekly, and magazines throughout Canada have responded very favourably to the Home Improvement Plan and it has already even in its early stages received wide and favourable notice.

Meetings at which the Chairman and Members of the Commission have made informative addresses on the Plan have been held.

The Commission has issued statements on the direct relief situation in cities and towns of Canada as figures were made available by the Registration Branch.

RECOMMENDATIONS MADE TO THE MINISTER

Registration of the Unemployed on Relief

The recommendation of the Commission was sent to the Minister on the 20th day of June 1936, approved; and registration is now being proceeded with. The cost of this registration is being taken care of out of Contingency Vote No. 336 of the Department of Labour. A temporary staff of eighty persons were employed on classification, codifying and mechanical work necessary to carry out this registration. This number was considerably reduced at the end of October. The following are the latest figures available as of the 30th day of December.

Registration forms received from municipalities and provinces, 277,111

Forms coded	238,528
Cards punched } Cards verified }	261,510

Forms to be received --

Although every effort has been made to urge all provinces to forward the completed forms for September at the earliest possible moment a number of forms are still outstanding as of the 24th of December.

A numerical analysis of the general problem of direct relief throughout Canada, as reported by the provinces and their municipalities which were paying direct relief in the month of September 1936, has just been completed, a summary of which is as follows. (page 11)

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NATIONAL EMPLOYMENT COMMISSION C 137645

Statistics derived from Registration of Direct Relief Recipients, September, 1936

URBAN AND FARM RELIEF - SUMMARY

TABLE I

Summary by Main Classes of all Persons on Direct Relief in September, 1936, and Separated as to Urban Relief and Farm Relief

Province		Heads of Families	Dependents of Heads of Families	Individual Cases	Total on Relief
Prince Edward Island					
	Urban	144	556	104	804
	Farm	30	137	1	168
	Total	174	693	105	972
Nova Scotia					
	Urban	2,783	9,931	584	13,298
	Farm	- - -	- - -	---	- - -
	Total	2,783	9,931	584	13,298
New Brunswick					
Quebec					
	Urban	53,022	212,771	12,410	278,203
	Farm	10,526	62,901	454	73,881
	Total	63,548	275,672	12,864	352,084
Ontario					
	Urban	55,847	180,792	12,515	249,154
	Farm	4,007	18,010	753	22,770
	Total	59,854	198,802	13,268	271,924
Manitoba					
	Urban	10,694	33,151	6,187	50,032
	Farm	594	2,495	52	3,141
	Total	11,288	35,646	6,239	53,173
Saskatchewan					
	Urban	7,033	24,147	1,153	32,333
	Farm	22,411	88,859	3,325	114,595
	Total	29,444	113,006	4,478	146,928
Alberta					
	Urban	7,487	23,524	747	31,758
	Farm	4,509	18,843	813	24,165
	Total	11,996	42,367	1,560	55,923
British Columbia					
	Urban	12,428	33,998	10,001	56,427
	Farm	1,904	6,382	443	8,729
	Total	14,332	40,380	10,444	65,156
All Provinces					
	Urban	149,438	518,870	43,701	712,009
	Farm	43,981	197,627	5,841	247,449
	Total	193,419	716,497	49,542	959,458

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Re-organization of the Employment Service of Canada.

A recommendation to re-organize the Employment Service of Canada and place it under Federal control was sent to the Minister on the 11th of August, but no decision of the Government has been rendered pending a report of the estimated cost involved. Mr. R. A. Rigg, Director of the Employment Service, has just recently completed a coast to coast survey of the whole situation and will report in due course.

Single Homeless Adults.

On the 1st of July of this year, the Dominion Government closed down the National Relief Camps whereby single homeless adults had been cared for during the last two and a half years entirely at the Government's expense. The number of men taken care of during the last fiscal year averaged twenty-thousand and the cost around $9,500,000. Other physically fit single homeless adults, estimated anywhere between 50,000 and 80,000 were looked after by the Provinces under Direct Relief at an estimated cost of $12.00 per man per month, the Dominion Government contributing thereto through its monthly grants-in-aid.

To take care of those formerly in the National Relief Camps, a summer policy by the Government, before the National Employment Commission was formed, was adopted whereby work was offered to all the physically fit on special railway maintenance, costing the Dominion Government $3,004,900. It was hoped that in the fall of this year the Provinces would make arrangements for the care of these homeless adults. But it was the definite opinion of the Provincial officials that the problem was a Dominion responsibility, at least so far as those who had been residents of the National Relief Camps are concerned. Conferences were held in Ottawa with Provincial officials and the .....

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Commission recommended to the Government on the 27th day of August,1936, a winter work plan for single homeless adults under a very broad policy of offering to share with the Provinces upon a 50-50 basis, the cost of plans to be worked out in conjunction with them for the purpose of offering jobs in primary product industries to all physically fit, single, homeless adults. The first recommendation was:

(a) Farm Improvement and Employment Plan.

The Provincial representatives were of the opinion that 45,000 adults could be absorbed on farms during the winter months and the conditions of the plan were discussed and the general plan agreed upon: -- The Dominion Government and the Provinces to share cost of the plan on a fifty-fifty basis to become operative on the 1st of October and terminate not earlier than the 31st of March; the farmer to receive $5.00 per month bonus for each man towards his keep and the man to receive $5.00 a month with a bonus of $2.50 for each month, payable at the end of the period, so that the man would receive a total remuneration of $7.50 per month with a clothing allowance for the period of $3.00 or 50¢ per month; the total cost including the bonus to the farmer, amounting to $13.00 per month, or $6.50 per man per month to each Government participating.

To date, agreements have been entered into with the following Provinces in the order named: Manitoba, Saskatchewan, Alberta, British Columbia, Quebec, Prince Edward Island, and New Brunswick. The latest figures on placements under the plan as of the 28th day of December, 1936, are:

Province	Male ~~Male~~	Female	Requests Unfilled
Alberta	4,358	0	262
British Columbia	124	1	66
Manitoba	6,353	645	137
Saskatchewan	20,808	0	6,278
Quebec	2,475	407	276
	34,118	1,053	7,019

Total Placements 35,171

No report from the other Provinces.

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(b) Provincial Alternative Plans.

In order to take care of those physically fit, single, homeless adults, who do not avail themselves of the opportunity or who are not suitable for this class of work, under the Farm Improvement and Employment Plan, the Provinces were telegraphed to by the Minister on the 10th of September, asking them to submit alternative plans offering work in primary product industries based upon the following conditions:

1. An economical effort of providing work to the largest number.
2. Wages to be related to the prevailing rate for such work in the district.
3. Concentration of effort to abolish relief for physically fit, single, homeless adults.

Alternative plans have been received from the Provinces of Alberta, Manitoba, British Columbia, Saskatchewan and New Brunswick.

With regard to British Columbia, -- as this Province would not materially benefit under the Farm Improvement and Employment Plan the Provincial alternative plans outlining work to be done in connection with Mine and Forest Trails and Tourist Roads for the employment of approximately 6,000 men, were considered and a recommendation was made to the Government on the 20th day of October asking that the cost and terms of these plans be adopted in principle,-this was approved. A representative of the Province having arrived in Ottawa, upon request, and the plans being carefully considered, the Commission sent a recommendation to the Minister on the 5th day of November, asking that the terms be accepted. The recommendation was approved by P.C. No.2931, and an agreement was entered into with the Province on the 16th of November limiting the 50% Dominion contribution to the sum of $750,000.

With regard to Manitoba, -- a similar recommendation was sent to the Minister on the 30th day of October asking that the plans submitted by this Province be adopted in principle whereby 2,000 men would be employed on forest development work, drainage and river diversion projects. The Recommendation was approved by P.C. No.2931, and an agreement

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was entered into with the Province on the 13th of November limiting the 50% maximum Dominion contribution to the sum of $240,240.

With regard to Alberta, -- as the Commission had not been able to obtain a plan from this Province which it considered could be recommended, and as immediate action was essential, a recommendation was sent to the Minister on the 5th day of November asking that a similar plan to that worked out for the Province of British Columbia, be accepted and the Province be asked to send a representative to Ottawa to work out the details. Eventually a plan was approved whereby a number of men could be employed on tourist roads, and an agreement is in process of being signed by the Province limiting the 50% maximum Dominion contribution to the sum of $240,000.

With regard to Saskatchewan, -- a provincial alternative plan was submitted to the Commission asking the Federal Government to pay 50% of the cost involved in salvaging burnt out timber and thereby employ 250 men at a joint cost of $12,500. As the plan involved subsidizing private contractors, the Commission placed itself on record that whilst recommending the details of the proposal, it did not give approval in principle to bonusing private industry in the ordinary course. The recommendation was turned down.

With regard to New Brunswick, -- a provincial alternative plan submitted to the Commission for the placing of 200 men on forest protection work at the interprovincial boundary between Quebec and New Brunswick, which, according to figures furnished, would cost approximately $31,000 to be borne equally between the Federal and Provincial Governments, was recommended to the Minister on the 17th of December and by Order-in-Council P.C. No.3237 of the 22nd of December was approved and an agreement authorized.

Placements under the Provincial Alternative Plans -- Very little information is available as to the number of persons employed under these plans -- the only Provinces to report, as of the 28th of December being --

Province	Placements
British Columbia	213
Manitoba	1,106
Alberta	498
	1,817

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Gatineau Park Scheme.

A recommendation was sent to the Minister on the 2nd of September approving of the scheme of the Federal District Commission. Action was deferred by the Cabinet. The Chairman has discussed with the Prime Minister of Quebec the possibility of this project being included in the current works programme to be undertaken by that Province. Officials of the Department of Labour have also pressed the matter, so far without success.

Housing Policy.

A recommendation was sent to the Minister on the 2nd of September outlining a broad Housing Policy for the Dominion, under the following sub-headings:

1. A plan for the renovation and modernization of existing dwelling units both in urban and rural districts. (Home Improvement Plan.)

2. Assistance by the Federal Government for building of low rental houses and slum clearance projects, and--

3. Broadening of the present Housing Scheme, including the encouraging of loaning companies to extend their operations into small urban and rural areas.

An announcement of approval in principle was given at a Press Conference by the Prime Minister and the Minister of Labour on the 9th of September, it being made clear at that time that it would need legislative action to give effect to recommendations 1 and 2. By Order in Council P.C. 2459, of the 18th of September, partial effect was given to the Commission's ideas as to changes in the Dominion Housing Act.

The importance of home modernization and repair as an integral part of housing early impressed itself upon the Commission. After some preparatory work, Honourable C. A. Dunning, Finance Minister, and Arthur B. Purvis, Chairman of the Commission, were able on October 16th to announce an arrangement whereby Canadian Banks as a means of co-operation, agreed to advance money on loan for home improvements pending legislation to be introduced .....

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at the next session of Parliament. The Home Improvement Plan provides for a Government guarantee of losses up to 15% of the aggregate value of loans made by banks to individuals wishing to repair or improve their homes. The maximum amount to be loaned under the scheme is $50,000,000 and the Government guarantee $7,500,000.

Terms governing individual advances by the banks were agreed on and set forth in a pamphlet for circulation to all interested organizations. In general, they provided that loans would be made only to owners of residential property for repairs and improvement. They should not exceed $2,000 for a single property nor run for more than three years. A discount rate of 3¼% for a one-year loan repayable in equal monthly instalments was agreed on. This is equivalent to an interest rate of 6.32% per annum.

While it is recognized that the plan will not gather full momentum until Spring, the wisdom of launching it some months in advance has been abundantly evident. The interval is furnishing opportunity for establishment of important provincial and local volunteer committees charged with the task of promoting the plan and ensuring its success. Across Canada this work is proceeding apace, and prominent men of varied political views are giving their valuable time and energy freely and with enthusiasm.

Emphasis is being laid on that fact that the plan is one primarily for improving homes and putting men to work -- not for borrowing and lending money. It is a Home Improvement Plan.

Lending institutions report to the Department of Finance from time to time on the extent of loans under the plan.

The latest figures on Loans granted, as of the 30th of November, number of applications approved 1,818. Value of loans $682,175.54.

Low Cost Housing

Continuous study has been made of the Low Cost Housing problem in this country and abroad. The Commission's representative, Mr. David Shepherd, spent three weeks in Britain, visited many of the centres in which Low Cost Housing projects have been and are being carried out, and held discussions with many Government and

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municipal officials under whose direction the work is being undertaken.

Numerous conferences have been held with various committees representing Local Authorities, Social Service organizations and the Construction Industry, and a report in which is included certain specific schemes of financial assistance is at present being prepared for consideration by the Commission.

Training Girls for Home Helpers.

Representations were made on behalf of the cities of Winnipeg, Saskatoon and Regina to Commissioner Sutherland, asking that certain unused balances appropriated by the Dominion Government under Technical Education Act, which were still available, be utilized for the purpose of financing a course of training for girls as Home Helpers. Under this Act each Province has to advance a dollar for each dollar set aside by the Dominion Government. On the 28th of October, a recommendation was sent to the Minister asking that upon receipt of requests from the Provinces of Manitoba and Saskatchewan for their share of the appropriation under this Act, the municipalities concerned be permitted to use as their share of the Provinces, if and when necessary, donation moneys received by them by way of relief.

The Minister gave as his ruling that the unused balances could only be appropriated for the purpose of training on the clear understanding that each Province assume its 50% share of the cost.

Public Works Expenditures.

A recommendation enclosing a report of the Public Works Expenditures Committee dealing with Public Works Expenditures was sent to the Minister on the 4th of December. This report set out the views of the Commission suggesting that it:-

A. Make a general recommendation concerning the total amount of public works expenditures relative to those of preceding years.

B. Pass on those public works which the Department wish to designate as employment projects and suggesting that the Government debar itself from using employment agreements to justify any public works expenditure on which the Commission has not passed.

The standards by which the Commission intends to review such proposals was also outlined.

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Assisted Land Settlement

A recommendation, enclosing a report of the Assisted Land Settlement Committee, was sent to the Minister on the 8th of December, based on the opinion that a sound approach to the general question of land settlement must be predicated on a positive constructive attempt to first end or substantially lessen direct relief among existing farmers and their dependents and suggesting productive work on their own farms as an alternative to the present system of bonusing idleness. The Minister heartily concurred in the above recommendation.

Interprovincial Transiency.

As each Province has different rules and regulations in applying residence rules for interprovincial transients, it was hoped by the Commission that a unification of residence rules could be agreed upon between the Provinces. This matter is now receiving consideration.

Employers' Questionnaire.

To obtain a guide to the present employment situation the Commission prepared a questionnaire to be sent to all employers. The Bureau of Statistics placed their mailing list at the disposal of the Commission and the information sought is being coded and tabulated by the Registration Branch of the Commission under Mr. Phelan in conjunction with the other registration work.

Tourist Programme.

An extensive study of this important question is now being undertaken.

Mr. Alan Chambers of the Youth Employment Committee during his trip to the Pacific Coast in November interviewed, on behalf of the Commission, representative officials, Tourist Bureaux and Automobile Associations in the cities of Victoria, Vancouver, Edmonton, Calgary, Saskatoon, Regina and

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Winnipeg and attended the Tourist Convention held at Niagara Falls, Ontario.

The Commission has also been in communication with a large number of Tourist and Automobile Associations in the Province of Ontario, Quebec and the Maritimes. A report on the whole situation is now in course of preparation.

Mechanization.

An objective study is also being made of the effect of mechanization on employment opportunities. At the request of the Commission Professor V.W.Bladen of Toronto University prepared a memorandum on the net effect on employment of measures calculated to accelerate the replacement of obsolete machinery.

H. Spencer Relph, Sec'y.,
National Employment Commission.

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N.E.C.13

C 137655

DOMINION OF CANADA.
DIRECT RELIEF.

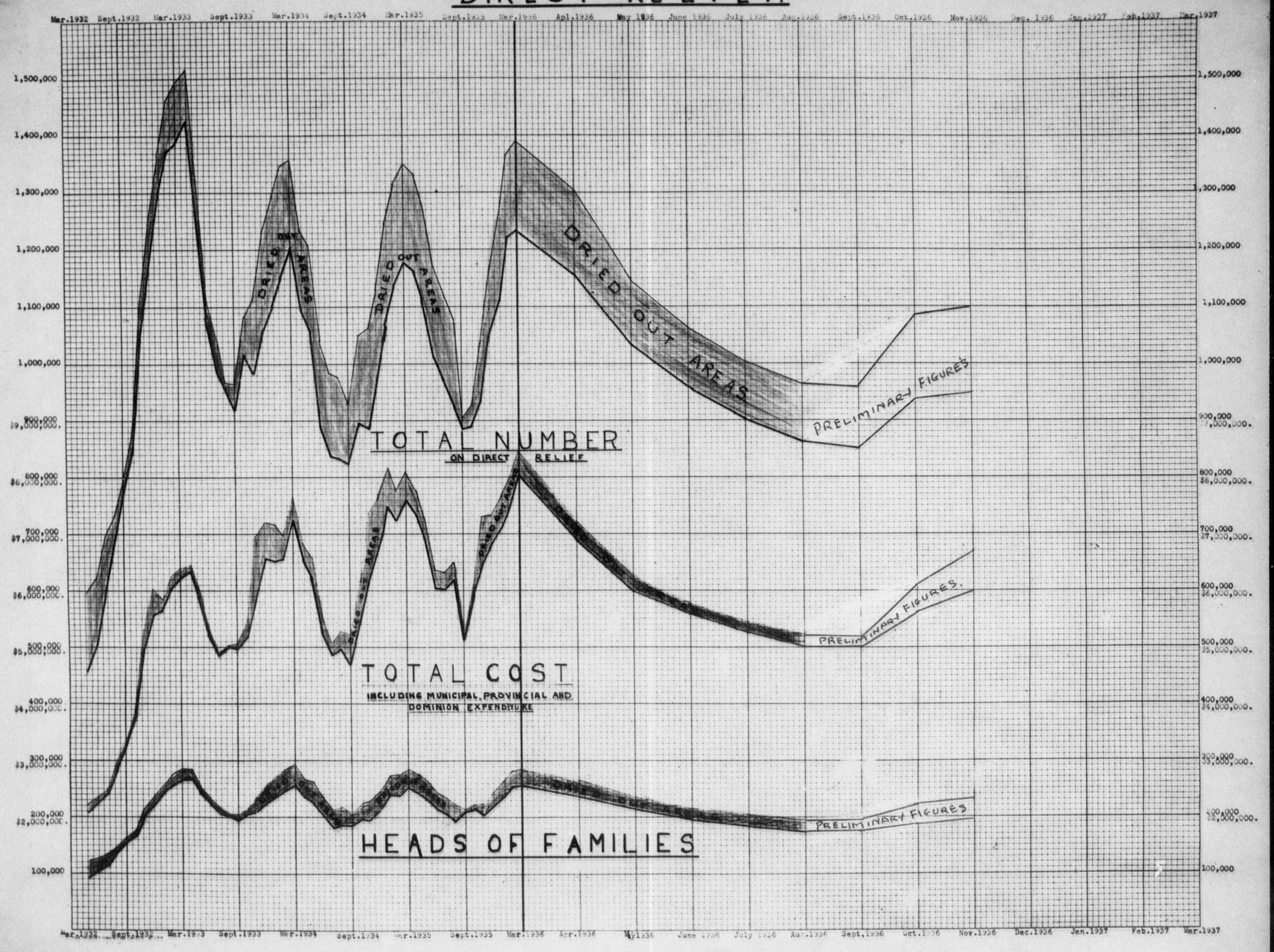

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Chart N.E.C. 1
September
1936

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DOMINION OF CANADA

MONEY PROVIDED FOR RELIEF AND EMPLOYMENT
IN THE FISCAL YEAR APRIL 1ST 1936 TO MARCH 31ST 1937
WITH AMOUNTS EXPENDED TO SEPT. 30TH 1936.

*No reports of expenditures have been received by the departments.

DROUGHT AREAS

+ BY GOVERNOR GENERAL'S WARRANTS

DEPARTMENT OF LABOUR

Direct relief in drought areas $7,300,000

Manitoba	Saskatchewan	Alberta
$300,000	$4,500,000	$2,500,000

DEPARTMENT OF AGRICULTURE

Purchase of feed and fodder for livestock in drought areas and freight thereon and on equipment	$4,700,000
50% of freight on live cattle from drought areas to packing plants and 50% of amount required to return owners 1st prize above, 50% of freight on livestock moved from drought areas for feeding and return	$240,000
50% of freight on cattle and lambs purchased in drought areas for shipment to other parts in the Dominion	*Amount not specified*

Manitoba	Saskatchewan	Alberta
$225,000	$2,805,000	$1,910,000

SPECIAL SUPPLEMENTARY ESTIMATES

Total amount of Special Supplementary Estimates	$131,161,143
Less amount provided for C.N.R. deficit	39,900,000
Total voted	$ 91,261,143
Expended to Sept. 30th 1936	34,181,907
Unexpended balance	$57,079,236

VETERANS

IN MAIN ESTIMATES

DEPT. PENSIONS & NATIONAL HEALTH
VOTE 175

Relief assistance to Pensioners	$2,600,000*
Expended to Sept. 30th 1936	1,097,107
Unexpended balance	$1,502,893

*No division by Provinces of the vote is available.

Prince Edward Is.	Nova Scotia	New Brunswick	Quebec	Ontario	Manitoba	Saskatchewan	Alberta	British Columbia
$3,110	$27,986	$16,162	$145,096	$506,458	$124,324	$49,709	$65,747	$158,515

AGRICULTURE

Prairie Farm Rehabilitation Act	$ 750,000
Western Conservation Works	434,421
Buildings and Improvements	87,021
Brandon Winter Fair Building	25,000
	$1,296,442
Expended to Sept. 30th 1936	427,738
Unexpended balance	$ 868,704

	Vote	Expended
General	$ 87,022	$ 15,989
Manitoba	196,100	21,992
Saskatchewan	743,267	302,847
Alberta	270,053	86,910

INDIAN AFFAIRS

Completion of Qu'Apelle Indian Hospital	$ 30,000
Repairs to Government Buildings	135,708
Erection of Indian Schools	70,700
Roads, bridges etc. on Indian Reserves	24,512
	$260,920
Expended to Sept. 30th 1936	41,571
Unexpended balance	$219,349

	Vote	Expended
General	$ 16,000	$ Nil
Nova Scotia	1,412	400
Quebec	19,000	2,234
Ontario	27,500	3,200
Manitoba	23,715	2,400
Saskatchewan	56,450	29,532
Alberta	39,743	1,822
British Columbia	40,100	1,983
N.W. Territories	37,000	Nil

LABOUR

Agricultural Settlement & Re-settlement	$ 1,500,000
Commitments arising out of agreements with the Provinces. Projects already undertaken	7,045,115
Administration expenses	175,000
Expenses National Employment Commission	125,000
Farm Placement Scheme	1,000,000
New works to be undertaken in co-operation with the Provinces	9,200,000
Unforeseen contingencies	500,000
Grants-in-aid	26,000,000
	$ 45,545,115
Expended to Sept. 30th 1936	15,866,278
Unexpended balance	$ 29,678,837

	Vote	Expended
General	$14,686,800	$ Nil
Prince Edward Island	280,976	18,613
Nova Scotia	830,252	366,557
New Brunswick	776,584	212,649
Quebec	7,323,417	4,259,353
Ontario	10,702,089	5,491,517
Manitoba	4,484,783	1,427,549
Saskatchewan	2,842,008	1,771,987
Alberta	1,588,863	1,037,753
British Columbia	2,029,343	1,280,300

MINES

Geological Surveys	$ 350,000
Transportation into mining areas	1,471,000
	$1,821,000
Expended to Sept. 30th 1936	187,840
Unexpended balance	$1,633,160

	Vote	Expended
Nova Scotia	$ 36,000	10,640
New Brunswick	9,000	8,380
Quebec	390,000	Nil
Ontario	554,000	88,750
Manitoba	317,000	44,080
Saskatchewan	98,000	4,070
Alberta	37,000	8,750
British Columbia	325,000	16,520
Yukon & N.W.T.	37,500	6,650
General	17,500	Nil

NAT. HARBOURS BOARD

Harbour Improvements	$ 6,618,743
Expended to Sept. 30th 1936	2,043,428
Unexpended balance	$ 4,575,315

	Vote	Expended
Nova Scotia	$ 8,400	$ 863
New Brunswick	1,817,500	661,143
Quebec	4,792,843	1,381,422

RAILWAYS & CANALS

Railway grade crossings	$1,958,416
Canals - Repairs and impovements	251,700
C.P.R. & C.N.R. Special work programmes	3,100,000
Loans to C.P.R. & C.N.R. for special works programmes other than above	6,412,400
	$11,722,516
Expended to Sept. 30th 1936	7,618,749
Unexpended balance	$4,103,767

	Vote	Expended
General	$ 45,836	$ Nil
Prince Edward Island	21,043	Nil
Nova Scotia	474,167	356,598
New Brunswick	384,798	143,553
Quebec	4,615,056	1,895,600
Ontario	4,059,176	3,946,275
Manitoba	707,540	532,914
Saskatchewan	480,396	213,427
Alberta	528,110	304,387
British Columbia	406,394	225,995

FISHERIES

Re-establishment of needy fishermen	$300,000
Expanding sale in foreign and domestic markets	200,000
	$500,000
Expended to Sept. 30th 1936	7,183
Unexpended balance	$492,817

	Vote	Expended
General	$ 200,000	$
Prince Edward Island	25,000	
Nova Scotia	100,000	7,183
New Brunswick	100,000	
Quebec	75,000	

INTERIOR

National Parks	$1,699,400
Forest Service	78,500
Northwest Territories	9,800
Yukon Territory	65,000
Topographical & Air Surveys Bureau	20,000
Geodetic Surveys	10,000
Water Power & Hydrometric Bureau	10,375
Transportation into mining areas	22,000
	$1,915,075
Expended to Sept. 30th 1936	1,011,802
Unexpended balance	$ 903,273

	Vote	Expended
General	$ 91,669	$ 3,783
Prince Edward Island	45,137	565
Nova Scotia	112,500	59,917
New Brunswick	13,854	9,744
Quebec	14,020	9,915
Ontario	39,950	22,416
Manitoba	79,912	60,715
Saskatchewan	124,124	93,713
Alberta	602,042	397,769
British Columbia	695,067	308,175
Yukon & N.W. Territories	96,800	45,100

MARINE

Construction, repairs and replacement of aids to navigation and buildings	$ 379,875
Re-conditioning and conversion of Government Steamers	175,000
Removal of derelicts in the harbours of Canada	70,000
Transportation into mining areas	7,000
	$631,875
Expended to Sept. 30th 1936	121,517
Unexpended balance	$ 510,358

	Vote	Expended
General	$ 75,436	$ 3,325*
Prince Edward Island	8,898	908
Nova Scotia	131,532	15,288
New Brunswick	79,673	3,437
Quebec	162,415	71,194
Ontario	100,476	7,207
Manitoba	404	4
British Columbia	62,041	15,133
Yukon & N.W.T.	11,000	5,021

*This amount spent in Newfoundland.

NATIONAL DEFENCE

Buildings, construction and repairs	$ 2,520,185
Continuance of unemployment relief projects already organized	2,770,687
	$ 5,290,872
Expended to Sept. 30th 1936	2,276,477
Unexpended balance	$ 3,014,395

	Vote	Expended
General	$ 699,469	$ 241,704
Nova Scotia	234,630	37,950
New Brunswick	99,705	56,262
Quebec	693,199	285,398
Ontario	1,982,032	653,132
Manitoba	216,018	184,998
Saskatchewan	174,701	146,158
Alberta	552,725	281,557
British Columbia	638,393	389,318

PUBLIC WORKS

Public buildings	$7,966,710
Harbours and rivers	6,872,575
Dredging	100,000
Roads and bridges	29,300
Telephone and telegraph lines	15,000
	$ 14,983,585
Expended to Sept. 30th 1936	4,417,112
Unexpended balance	$ 10,566,473

	Vote	Expended
General	$ 431,761	$ Nil
Prince Edward Island	106,070	33,463
Nova Scotia	1,800,358	713,220
New Brunswick	584,609	124,990
Quebec	3,371,043	530,079
Ontario	5,290,140	1,623,393
Manitoba	489,277	234,206
Saskatchewan	955,600	459,223
Alberta	196,200	27,110
British Columbia	1,712,527	645,043
Northwest Territories	46,000	6,385

MISCELLANEOUS

Veterans Assistance Commission Act	$ 500,000
National Battlefields Commission	75,000
Federal District Commission	100,000
	$ 675,000
Expended to Sept. 30th 1936	162,202
Unexpended balance	$ 512,798

	Vote	Expended
General	$ 500,000	$ 1,202
Quebec	75,000	55,000
Ontario	100,000	100,000

VOTES BY PROVINCES

GENERAL

Total Votes	$16,851,492
Expended to Sep. 30th 1936	272,003
Unexpended balance	$16,579,489

PRINCE EDWARD ISLAND

Total Votes	$ 487,125
Expended to Sep. 30th 1936	53,549
Unexpended balance	$ 433,576
Total number individuals assisted in Sep. 1936	1,136 *

NOVA SCOTIA

Total Votes	$ 3,729,251
Expended to Sep. 30th 1936	1,568,616
Unexpended balance	$ 2,160,635
Total number individuals assisted in Sep. 1936	15,745 *

NEW BRUNSWICK

Total Votes	$ 3,865,722
Expended to Sep. 30th 1936	1,220,158
Unexpended balance	$ 2,645,564
Total number individuals assisted in Sep. 1936	Nil *

QUEBEC

Total Votes	$ 21,530,993
Expended to Sep. 30th 1936	8,510,195
Unexpended balance	$ 13,020,798
Total number individuals assisted in Sep. 1936	334,910*

ONTARIO

Total Votes	$ 22,855,363
Expended to Sep. 30th 1936	11,935,890
Unexpended balance	$ 10,919,473
Total number individuals assisted in Sep. 1936	322,302*

MANITOBA

Total Votes	$ 6,514,750
Expended to Sep. 30th 1936	2,508,858
Unexpended balance	$ 4,005,892
Total number individuals assisted in Sep. 1936	
Dried out area	2,268
Balance of Province	66,355
	68,623*
# Net Federal loans outstanding at Oct. 1st 1936	$17,588,355

SASKATCHEWAN

Total Votes	$ 5,474,545
Expended to Sep. 30th 1936	3,020,957
Unexpended balance	$ 2,453,588
Total number individuals assisted in Sep. 1936	
Dried out area	109,000
Balance of Province	94,215
	203,215*
# Net Federal loan outstanding at Oct. 1st 1936	$49,248,818

NOTE:- Accountable advances $9,000,000 re drought area, since Nov. 1934 not included.

ALBERTA

Total Votes	$3,814,737
Expended to Sep. 30th 1936	2,146,058
Unexpended balance	$ 1,668,679
Total number individuals assisted in Sep. 1936	
Dried out area	5,395
Balance of Province	50,719
	56,114*
# Net Federal loans outstanding at Oct. 1st 1936	$25,279,000

BRITISH COLUMBIA

Total Votes	$ 5,908,865
Expended to Sep. 30th 1936	2,882,467
Unexpended balance	$ 3,026,398
Total number individuals assisted in Sep. 1936	68,804*
# Net Federal loans outstanding at Oct. 1st 1936	$28,595,080

YUKON & N.W.T.

Total Votes	$ 228,300
Expended to Sep. 30th 1936	63,156
Unexpended balance	$ 165,144
Total number individuals assisted in Sept. 1936	*No figures available*

* Preliminary figures as reported by Dominion Commissioner of Unemployment Relief subject to adjustment. Detailed statement is available.

\# Detailed statement of loans to Provinces as reported by Department of Finance is available.

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Chart N.E.C. 2.
30th September 1936.

C 137657

DOMINION OF CANADA

MONEY VOTED IN THE SPECIAL SUPPLEMENTARY ESTIMATES
FOR THE FISCAL YEAR APRIL 1ST 1936 TO MARCH 31ST 1937
FOR RELIEF PROJECTS UNDERTAKEN BY FEDERAL DEPARTMENTS
IN CO-OPERATION WITH THE PROVINCES AND FOR GRANTS-IN-AID.

Projects already undertaken	$ 7,545,115
Other Projects	13,082,500
Grants-in-Aid	26,000,000
Total	$46,627,615

DEPARTMENT OF THE INTERIOR
$140,000

OTHER PROJECTS
$140,000

Part Vote 324.
IMPROVEMENT OF MAIN TOURIST ROUTES FROM INTERNATIONAL BOUNDARY TO BANFF, YOHO AND KOOTENAY PARKS
$140,000

Alberta	$ 40,000
British Columbia	100,000
Total	$140,000

DEPARTMENT OF FISHERIES
$300,000

OTHER PROJECTS
$300,000

Vote 314.
TO AID IN RE-ESTABLISHMENT OF NEEDY FISHERMEN
$300,000

Prince Edward Island	$ 25,000
Nova Scotia	100,000
New Brunswick	100,000
Quebec	75,000
Total	$300,000

DEPARTMENT OF LABOUR
$44,745,115

PROJECTS ALREADY UNDERTAKEN
$7,545,115

Vote 329. To provide for AGRICULTURAL SETTLEMENT AND RE-SETTLEMENT
$500,000

ALLOTTED FOR PAYMENT OF ACCOUNTS UNDER PREVIOUS AGREEMENTS.
ALL PROVINCES $250,000

ALLOTTED FOR PAYMENT OF ACCOUNTS UNDER 1936 AGREEMENTS.
ALL PROVINCES $250,000

Vote 330. To provide for COMMITMENTS ARISING OUT OF AGREEMENTS WITH PROVINCES
$7,045,115

TO PROVIDE FOR WORKS UNDER RELIEF ACT 1935 TO BE COMPLETED UNDER AGREEMENTS OF 1936 ACT.
$2,676,219

UNALLOTTED
$1,022,676

TO PROVIDE FOR UNPAID ACCOUNTS UNDER PREVIOUS RELIEF ACTS
$3,346,220

TRANS-CANADA HIGHWAY
$1,333,492

Prince Edward Island	$ 4,950
Ontario	1,147,750
Manitoba	156,712
Saskatchewan	24,080
Total	$1,333,492

PROVINCIAL HIGHWAYS & ROADS
$442,727

Prince Edward Island	$ 86,000
Manitoba	356,727
Total	$ 442,727

GREATER WINNIPEG SEWAGE DISPOSAL SCHEME
$900,000

Manitoba	$900,000*

*Although the Dominion-Provincial agreement provides for maximum Dominion contribution of $360,316 only $360,000 has been allotted until the balance is required.

TRANS-CANADA HIGHWAY
$1,407,742

Province	Agreement or P.C. date	Amount
Nova Scotia	Jan. 31st 1935	$ 41,102
New Brunswick	June 5th 1935	17,115
Ontario	July 4th 1935	976,445
Manitoba	July 5th 1935	218,944
Saskatchewan	Aug. 2nd 1935	26,930
Alberta	Aug. 2nd 1935	118,108
Total		$1,407,742

PROVINCIAL HIGHWAYS & ROADS
$1,059,424

Province	Agreement or P.C. date	Amount
Quebec	July 26th 1933	$ 17,463
Ontario	July 26th 1933	61,500
Manitoba	July 26th 1933	2,954
	Sept. 22nd 1933	977,101
Saskatchewan	July 27th 1933	1,206
Total		$1,059,424

MUNICIPAL WORKS
$515,471

Province	Agreement or P.C. date	Amount
Quebec	Oct. 22nd 1930	$ 276
	Oct. 17th 1931	264,113
Ontario	July 23rd 1935	22,643
Manitoba	July 10th 1935	228,439
Total		$515,471

DIRECT RELIEF
$181,481

Province	Agreement or P.C. date	Amount
Quebec	P.C. 564, Mar. 31st 1933	$ 1,000
	P.C. 1067 and Ext. May 22nd 1934	180,318
Alberta	P.C. 888, June 10th 1936	79
	P.C. 1053 and Ext. Aug. 4th 1933	57
	P.C. 1062 and Ext. May 22nd 1934	27
Total		$ 181,481

OTHER COMMITMENTS
INCLUDING FARM PLACEMENTS
$182,102

Province	Agreement or P.C. date	Amount
Quebec	P.C. 3404 Oct. 29th 1935	$ 38,652
	P.C. 1098 and Ext. Apr. 27th 1935	117
Saskatchewan	P.C. 3436 Nov. 27th 1935	55,697
Alberta	P.C. 3430 Oct. 31st 1935	23,444
	P.C. 1098 and Ext. Apr. 27th 1935	44,761
British Columbia Hospital Regina	Nov. 6th 1935	7,531
	P.C. 2027 Aug. 14th 1936	1,309
Farm Placement	P.C. 2084 Aug. 19th 1936	8
Interior Quebec Eskimos	P.C. 2026 Aug. 14th 1936	10,583
Total		$182,102

Vote 337.
GRANTS-IN-AID
$26,000,000

APRIL-SEPTEMBER 1936. (Inclusive)

Prince Edward Island	$ 18,017
Nova Scotia	339,150
New Brunswick	211,969
Quebec	4,239,375
Ontario	5,087,250
Manitoba	1,144,631
Saskatchewan	1,695,750
Alberta	847,875
British Columbia	1,271,813
	14,855,830
Unallotted	11,144,170
Total	$26,000,000

OTHER PROJECTS
$11,200,000

Vote 333.
FARM PLACEMENT SCHEME
$1,000,000

UNALLOTTED
$1,000,000

Vote 335.
NEW WORKS WITH PROVINCES
$9,200,000

TRANS-CANADA HIGHWAY
$1,299,950

Prince Edward Island	$ 2,000
Nova Scotia	450,000
*Quebec	300,000
Manitoba	125,000
Saskatchewan	209,300
Alberta	43,650
British Columbia	170,000
Total	$1,299,950

*Quebec agreement subject to change

PROVINCIAL HIGHWAYS & ROADS
$6,607,011

Prince Edward Island	$ 135,475
*New Brunswick	397,500
*Quebec	1,386,671
Ontario	3,000,000
Manitoba	397,500
Saskatchewan	350,000
Alberta	359,865
British Columbia	580,000
Total	$6,607,011

*Subject to execution of agreement as submitted to the Province.
*Quebec agreement subject to change.

MUNICIPAL WORKS
$11,034

Prince Edward Island	$11,034

OTHER PROVINCIAL WORKS
$1,116,451

Prince Edward Island	$ 23,500
*Quebec	934,201
Manitoba	120,000
Saskatchewan	38,750
Total	$1,116,451

*Quebec agreement subject to change.

ADMINISTRATIVE EXPENSES $75,000
UNALLOTTED 90,554

Vote 334.
AGRICULTURAL SETTLEMENT AND RE-SETTLEMENT
$1,000,000

*New Brunswick	$ 150,000
Saskatchewan	250,000
Alberta	150,000
Unallotted	450,000
Total	$1,000,000

Subject to execution of agreement as submitted to the Province.

DEPARTMENT OF MINES
$1,442,500

OTHER PROJECTS
$1,442,500

Part Vote 343.
TO ASSIST IN PROVISION OF TRANSPORTATION FACILITIES INTO MINING AREAS.
$1,442,500

Nova Scotia	$ 25,000
Quebec	350,000
Ontario	375,000
Manitoba	270,000
Saskatchewan	80,000
Alberta	25,000
British Columbia	300,000
Unallotted	17,500
Total	$1,442,500

VOTES BY PROVINCES

UNALLOTTED

Projects already undertaken	$ 1,534,576
Other Projects	1,633,054
Grants-in-aid	11,144,170
Total	$14,311,800

PRINCE EDWARD ISLAND

Projects already undertaken	$ 90,950
Other Projects	197,009
Grants-in-aid	18,017
Total	$305,976

NOVA SCOTIA

Projects already undertaken	$ 41,102
Other Projects	575,000
Grants-in-aid	339,150
Total	$955,252

NEW BRUNSWICK

Projects already undertaken	$ 17,115
Other Projects	647,500
Grants-in-aid	211,969
Total	$876,584

QUEBEC

Projects already undertaken	$ 463,170
Other Projects	3,045,872
Grants-in-aid	4,239,375
Total	$7,748,417

ONTARIO

Projects already undertaken	$ 2,207,339
Other Projects	3,375,000
Grants-in-aid	5,087,250
Total	$10,669,589

MANITOBA

Projects already undertaken	$2,697,652
Other Projects	912,500
Grants-in-aid	1,144,631
Total	$4,754,783

SASKATCHEWAN

Projects already undertaken	$ 298,207
Other Projects	928,050
Grants-in-aid	1,695,750
Total	$2,922,007

ALBERTA

Projects already undertaken	$ 187,473
Other Projects	618,515
Grants-in-aid	847,875
Total	$1,653,863

BRITISH COLUMBIA

Projects already undertaken	$ 7,531
Other Projects	1,150,000
Grants-in-aid	1,271,813
Total	$2,429,344

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 137658

Chart N.E.C.3
30th September
1936

DOMINION OF CANADA

MONEY VOTED IN THE SPECIAL SUPPLEMENTARY ESTIMATES
FOR THE FISCAL YEAR APRIL 1ST 1936 TO MARCH 31ST 1937
FOR RELIEF PROJECTS UNDERTAKEN IN THE PROVINCES
BY FEDERAL DEPARTMENTS AND FOR LOANS AND INVESTMENTS

Projects already undertaken	$ 22,873,226
Other Projects	15,347,902
Loans and Investments	6,412,400
Total	$44,633,528

AGRICULTURE
$1,296,442

Vote 307	Prairie Farm Rehabilitation Act	$448,000
" 308	Western Conservation Works	288,389
" 309	Buildings and Improvements	497
" 310	Prairie Farm Rehabilitation Act	302,000
" 311	Western Conservation Works	146,031
" 312	Buildings and Improvements	86,525
" 313	Brandon Winter Fair Building	25,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Manitoba	307	$ 89,600	310	$ 75,500
	308	6,000	313	25,000
	Total	$ 95,600	Total	$100,500
Saskatchewan	307	$268,800	310	$151,000
	308	210,436	311	113,031
	Total	$479,236	Total	$264,031
Alberta	307	$ 89,600	310	$ 75,500
	308	71,953	311	33,000
	Total	$161,553	Total	$108,500
Unallotted	309	$ 497	312	$ 86,525
	Total	$736,886	Total	$559,556

INDIAN AFFAIRS
$260,920

Vote 316	Completion of Qu'Appelle Indian Hospital	$ 30,000
" 317	Repairs to Government Buildings	135,708
" 318	Erection of Indian Schools	70,700
" 319	Roads, Bridges etc. on Indian Reserves	24,512

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Nova Scotia			317, 318, 319	$ 1,412
Quebec			317, 318, 319	19,000
Ontario			317, 318, 319	27,500
Manitoba			317, 318, 319	23,715
Saskatchewan	316	$ 30,000	317, 318, 319	26,450
Alberta			317, 318, 319	39,743
British Columbia			317, 318, 319	40,100
Yukon & N.W.T.			317, 318, 319	37,000
Unallotted			317, 318, 319	16,000
	Total	$ 30,000	Total	$230,920

*No division of these votes available

LABOUR
$800,000

Vote 331	Administration Expenses	$175,000
" 332	Expenses National Employment Comm	125,000
" 336	Unforseen Contingencies	500,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Ontario	331	$175,000	332	$125,000
			336	107,500
	Total	$175,000	Total	$232,500
Unallotted			336	$392,500
	Total	$175,000	Total	$625,000

MINES
$378,500

Vote 341	Geological Surveys	$150,000
" 342	" "	200,000
" P.5343	Transportation into Mining Areas	28,500

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Nova Scotia			342	$ 11,000
New Brunswick			342	9,000
Quebec			342	40,000
Ontario	341	$150,000	342	29,000
Manitoba			342	47,000
Saskatchewan			342	18,000
Alberta			342	12,000
British Columbia			342	25,000
Yukon & N.W.T.			342	9,000
			343	28,500
			Total	$ 37,500
	Total	$150,000	Total	$228,500

NAT. HARBOURS BOARD
$6,618,743

Vote 368	Halifax Harbour Improvements	$ 2,000
" 369	Saint John " "	1,817,500
" 370	Chicoutimi " "	13,664
" 371	Quebec " "	1,240,669
" 372	Three Rivers " "	282,600
" 373	Montreal " "	2,873,090
" 374	Halifax " "	6,400
" 375	Chicoutimi " "	17,000
" 376	Montreal " "	365,820

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Nova Scotia	368	$ 2,000	374	$ 6,400
New Brunswick	369	1,817,500		
Quebec	370	13,664	375	17,000
	371	1,240,669	376	365,820
	372	282,600		
	373	2873,090		
	Total	$4,410,023	Total	$382,820
	Total	$6,229,523	Total	$389,220

MISCELLANEOUS
$675,000

Vote 422	Veteran's Assistance Comm. Act	$ 500,000
" 423	National Battlefields Commission	75,000
424	Federal District Commission	100,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Quebec			423	$ 75,000
Ontario			424	100,000
Unallotted			422	500,000
			Total	$675,000

FISHERIES
$200,000

Vote 315	Expanding sales in foreign and domestic markets	$200,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Unallotted			315	$200,000

INTERIOR
$1,775,075

Vote 320	National Parks	$ 471,200
" 321	Forest Service	25,000
" 322	Northwest Territories Air Ports	59,600
" 323	Yukon Territory Roads Bridges & Air Ports	63,000
" P.324	National Parks	1,088,200
" 325	Forest Service	7,700
" 326	Topographical & Air Surveys Bureau	20,000
" 327	Geodetic Surveys	10,000
" 328	Water Power & Hydrometric Bureau	30,311
" P.5343	Transportation into Mining Areas	22,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Prince Edward I.			324	$ 40,000
			326	5,417
			Total	$ 45,417
Nova Scotia			324	$ 117,450
New Brunswick	321	$ 354	324	$ 7,200
			325	12,300
	Total	$ 354	Total	$ 137,000
Quebec			324	$ 5,400
			325	1,000
			327	1,000
			Total	$ 7,400
Ontario	321	$ 3,100	324	$ 24,700
			325	29,600
			326	2,000
			327	2,000
	Total	$ 3,100	Total	$ 58,300
Manitoba	320	$ 24,466	324	$ 38,100
	321	46	325	14,200
			326	2,500
	Total	$ 24,512	Total	$ 54,800
Saskatchewan	320	$ 50,234	324	$ 72,000
			325	2,790
			327	200
	Total	$ 50,234	Total	$ 74,990
Alberta	320	$216,132	324	$ 338,800
			325	7,110
	Total	$216,132	Total	$ 345,910
British Columbia	320	$ 93,019	324	$ 478,400
			325	6,340
			326	6,800
			328	19,375
	Total	$ 93,019	Total	$ 509,048
Yukon & N.W.T.	322	$ 9,800	343	$ 22,000
	323	65,000		
	Total	$ 74,800	Total	$ 22,000
Unallotted	320	$ 87,343	326	$ 4,320
	Total	$549,500	Total	$1,225,575

MARINE
$631,875

Vote 338	Construction repairs & replacement of aids to navigation & buildings	$373,875
" 339	Reconditioning & conversion of Government steamers	175,000
" 340	Removal of derelicts in the harbours of Canada	70,000
" P.5343	Transportation into mining areas	22,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Prince Edward I.			338	$ 8898
Nova Scotia			338	$ 131,532
New Brunswick			338	$ 29673
			339	50,000
			Total	$ 79,673
Quebec			338	$ 37,415
			339	124,000
			Total	$ 162,415
Ontario			338	$ 48,641
			340	51,835
			Total	$ 100,476
Manitoba			338	$ 404
British Columbia			338	$ 62,041
Yukon & N.W.T.			338	$ 4,000
			343	7,000
			Total	$ 11,000
Unallotted			338	$ 57,271
			340	18,165
			Total	$ 75,436
			Total	$631,875

*$11,352 of this amount for works in Newfoundland

NATIONAL DEFENCE
$5,280,872

Votes		
344-355 inc.	Public Buildings	$1,573,185
356	Continuance of unemployment relief projects already organized for single homeless men	2770,687
357-365 inc.	Extension of existing Facilities-Buildings	947,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Nova Scotia	352	$ 140,000	362	$ 50,000
	356	44,630		
	Total	184,630	Total	50,000
New Brunswick	356	$ 55,705	362	$ 40,000
Quebec	348	$ 1445	359	$ 122,000
	351	200,000		
	353	100,000		
	354	1590		
	356	268,164		
	Total	$ 571,199	Total	$ 122,000
Ontario	345	$ 205,974	357	$ 430,000
	347	940	358	160,000
	349	460,000	360	20,000
	350	50,000		
	355	946		
	356	654,172		
	Total	$1372032	Total	$ 610,000
Manitoba	354	$ 15,500		
	356	200,518		
	Total	$ 216,018		
Saskatchewan	356	$ 174,701		
Alberta	344	$ 376,767		
	355	590		
	356	175,368		
	Total	$ 552,725		
British Columbia	348	$ 19,433	364	$ 125,000
	356	493,960		
	Total	$ 513,393	Total	$ 125,000
Unallotted	356	$ 639,469		
	Total	$4343872	Total	$ 842,000

PUBLIC WORKS
$14,983,585

Votes		
366 & 367	Public Bldgs transferred from Dept Nat Defence	$ 27,000
377-383 inc.	Public Buildings	7,031,915
384-394 "	Harbours and Rivers	2,303,000
395	Miscellaneous	275,000
396-404 "	Public Buildings	907,800
405-413 "	Harbours and Rivers	4,286,555
414	Dredging	100,000
415	Roads and Bridges	29,300
416	Telegraph and Telephone Lines	16,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Prince Edward I.	365	$ 47,800	406	$ 47,700
	*394, 395	3,070	*413, 414	7,500
	Total	$ 50,870	Total	$ 55,200
Nova Scotia	377	$ 333,500	396	$ 10,200
	384	275,300	405	485,000
	*394, 395	15,866	*413, 414	80,492
	Total	$624,666	Total	$ 575,692
New Brunswick	378	$ 207,660	397	$ 13,000
	386	37,200	407	318,200
	*394, 395	48	*413, 414	14,061
	Total	$ 239,348	Total	$ 345,261
Quebec	379	$1,101,500	398	$ 49,000
	387	416,600	408	1,694,055
	*394, 395	5,180	*413, 414	102,708
	Total	$1,525,280	Total	$ 1,845,763
Ontario	380	$3,083,250	399	$ 571,600
	388	557,720	409	861,503
	*394, 395	94,467	*413, 414	88,603
			415	28,000
	Total	$3,740,437	Total	$ 1,549,706
Manitoba	381	$ 478,000	400	$ 15,000
	389	149,700	410	22,000
	*394, 395	12,279	*413, 414	15,288
	Total	$ 639,979	Total	$ 52,288
Saskatchewan	382	$ 440,000	401	$ 15,000
	390	426,600	411	59,000
			416	15,000
	Total	$ 866,600	Total	$ 89,000
Alberta	391	$ 4,800	402	$ 190,000
			415	1,300
	Total	$ 4,800	Total	$ 191,300
British Columbia	383	$ 397,000	368	$ 20,000
	393	314,200	367	7,000
	*394, 395	10,218	403	24,000
			412	301,100
			*413, 414	39,009
	Total	$ 821,418	Total	$ 391,109
Yukon & N.W.T.	392	$ 46,000		
	*394, 395	$ 1,594.30	404	$ 20,000
			*413, 414	252,329
	Total	$ 1534.30	Total	$ 272,329
	Total	$3815,230	Total	$ 3,467,655

* No division of these votes available

RAILWAYS & CANALS
$11,722,516

Vote 417	Railway Grade Crossings	$ 958,416
" 418	Canals-Repairs and Improvements	84,100
" 419	C.P.R. and C.N.R. Special Works Programme	3100,000
" 420	Railway Grade Crossings	1000,000
" 421	Repairs and Improvements Canals, Harbours and Elevators	167,600
	Loans and Investments	
" 427	Loans to Railways for Special Works Programme	1109,400
" 428	Loans to Railways for Acquisition of Equipment	5303,000

Province	Projects Already Undertaken Vote Nº	Amount	Other Projects Vote Nº	Amount
Prince Edward I.	417	$ 12843	420	$ 8200
Nova Scotia	417	$ 76,543	419	$ 78100
			420	48600
			427	20,000
			428	250724
	Total	$ 76,543	Total	$ 397,624
New Brunswick	417	$ 30198	419	$ 249,300
			420	39400
			427	65900
	Total	$ 30198	Total	$ 354,600
Quebec	417	$ 185212	419	$ 542,900
	418	20,500	420	279,200
			421	109,250
			427	253200
			428	3116,794
	Total	$ 205712	Total	$4401,344
Ontario	417	$ 328394	419	$1093,250
	418	61,100	420	329500
			421	58350
			427	398800
			428	1832782
	Total	$ 390494	Total	$3868682
Manitoba	417	$ 104290	419	$ 233250
	418	2500	420	67600
			427	193200
			428	100700
	Total	$ 106790	Total	$ 594750
Saskatchewan	417	$ 85596	419	$ 246,000
			420	89300
			427	59600
	Total	$ 85596	Total	$ 394,900
Alberta	417	$ 45,110	419	$ 341,700
			420	71,200
			427	70,100
	Total	$ 45,110	Total	$ 483,000
British Columbia	417	$ 43,394	419	$ 253,500
			420	67,000
			427	42,500
	Total	$ 43,394	Total	$ 363,000
Unallotted	417	$ 45,836		
	Total	$ 3042516	Total	$10680,000

VOTES BY PROVINCES

UNALLOTTED
Projects Already Undertaken	$ 99,293
Other Projects	1,541,100
Loans and Investments	
Total	$2539693

PRINCE EDWARD ISLAND
Projects Already Undertaken	$ 63,713
Other Projects	117,435
Loans and Investments	
Total	$181,148

NOVA SCOTIA
Projects Already Undertaken	$1,487,838
Other Projects	1015218
Loans and Investments	270923
Total	$2773979

NEW BRUNSWICK
Projects Already Undertaken	$2,147,105
Other Projects	176134
Loans and Investments	65900
Total	$2389139

QUEBEC
Projects Already Undertaken	$ 6,712,714
Other Projects	3,692,368
Loans and Investments	3377994
Total	$13782576

ONTARIO
Projects Already Undertaken	$ 5831063
Other Projects	3724175
Loans and Investments	2231587
Total	$12786774

MANITOBA
Projects Already Undertaken	$ 879899
Other Projects	986161
Loans and Investments	293300
Total	$1759360

SASKATCHEWAN
Projects Already Undertaken	$1686367
Other Projects	806671
Loans and Investments	59500
Total	$2552538

ALBERTA
Projects Already Undertaken	$ 980420
Other Projects	1,110353
Loans and Investments	70100
Total	$2160873

BRITISH COLUMBIA
Projects Already Undertaken	$1371224
Other Projects	1462198
Loans and Investments	42500
Total	$3479522

YUKON & N.W.T.
Projects Already Undertaken	$120800
Other Projects	107500
Loans and Investments	
Total	$228300

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

PUBLIC ARCHIVES
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Add to

137659-A

Other projects undertaken by Federal Departments in co-operation with the province.

Dept. of Labour

Vote 333

Farm Improvement and Employment Plan. Agreement Sept. 28/36. — Amt. not specified.

Vote 335

Works for single homeless unemployed individuals. Agreement Nov. 13/36. — $240,240.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 137659

Chart N.E.C. 9

PROVINCE OF MANITOBA

SPECIAL SUPPLEMENTARY ESTIMATES.	
Total allotted	$ 7056943
Expended to October 31st 1936	$ 2980035
Unexpended balance	$ 4076908
GOVERNOR GENERAL'S WARRANTS.	
Total issued	$ 525000
Expenditure reported to Oct. 31st 1936.	$ Nil (not received)
MAIN ESTIMATES.	
Expended to October 31st 1936.	$ 147540
Total expended to October 31st 1936.	$ 3127575

CURRENT COMMITMENTS

MONEY PROVIDED BY THE DOMINION FOR RELIEF AND EMPLOYMENT
IN THE FISCAL YEAR APRIL 1ST 1936 TO MARCH 31ST 1937.

DROUGHT AREA — BY GOVERNOR GENERAL'S WARRANTS TO BE ISSUED

LABOUR $300,000

- DIRECT RELIEF IN DROUGHT AREA. Agreement September 11th 1936. $300,000

AGRICULTURE $225,000

- 50% net freight on shipment of cattle from drought area to packing companies.* Agreement September 15th 1936. $15,000
- 50% shipment of cattle from drought area to suitable feeding locations and return. Agreement September 15th 1936. $10,000
- Purchase of feed and fodder freight charges on same. Moving equipment. Agreement September 15th 1936. $200,000
- 50% net freight on cattle and lambs purchased in drought area for shipment to other parts of Dominion. *Amount not specified.*

*Packing companies pay ½ per lb. live weight and Dominion assumes 50% of ultimate loss if any.

SPECIAL SUPPLEMENTARY ESTIMATES

Projects already undertaken	$3,577,552
Other Projects	1,792,567
Grants-in-aid	1,686,824
Total	$7,056,943

VETERANS — Vote 175 IN MAIN ESTIMATES

PENSIONS & NATIONAL HEALTH

- Relief assistance to pensioners $295,000 *Estimated*

PROJECTS UNDERTAKEN BY FEDERAL DEPARTMENTS IN CO-OPERATION WITH THE PROVINCE

Projects already undertaken	$2,697,652
Other Projects	912,500
Total	$3,610,152

MINES $270,000

- OTHER PROJECTS $270,000
  - Vote 343. TRANSPORTATION INTO MINING AREAS. Agreement July 31st 1936. $270,000

LABOUR $3,340,152

- PROJECTS ALREADY UNDERTAKEN $2,697,652
  - Vote 330. COMMITMENTS ARISING OUT OF AGREEMENTS WITH THE PROVINCES $2,697,652
    - TO PROVIDE FOR UNPAID ACCOUNTS INCURRED UNDER PREVIOUS LEGISLATION $1,284,213
      - Provincial Highways and Roads: Agreement July 15th 1935 $ 854; " Sept. 25th 1935 977,001; " July 24th 1936 4907. $980,462
      - Other Commitments: P.C. 3404 Oct. 29th 1935 $38,652; P.C. 1108 Apr. 27th 1935 117. $38,769
      - Trans-Canada Highway Agreement July 15th 1938. $36,544
      - Municipal Works Agreement July 10th 1935 $228,438
    - COMPLETION AUTHORIZED UNDER THE UNEMPLOYMENT RELIEF AND ASSISTANCE ACT 1936 OF WORKS UNDERTAKEN UNDER THE RELIEF ACT 1935. $1,413,439
      - Trans-Canada Highway Agreement July 24th 1936. $156,712
      - Provincial Highways and Roads Agreement July 24th 1936 $356,727
      - Greater Winnipeg Sewage Disposal Scheme Agreement August 7th 1936 $900,000
- OTHER PROJECTS $642,500
  - Vote 335. NEW WORKS TO BE UNDERTAKEN IN CO-OPERATION WITH THE PROVINCE. Agreement July 24th 1936. $642,500
    - Trans-Canada Highway $125,000
    - Provincial Highways and Roads $397,500
    - Other Provincial Works $120,000

GRANTS-IN-AID $1,686,824

April	$200,812
May	200,813
June	200,813
July	180,731
August	180,731
September	180,731
October	180,731
November	180,731
December	180,731

PROJECTS UNDERTAKEN IN THE PROVINCE BY FEDERAL DEPARTMENTS

Projects already undertaken	$ 879,900
Other Projects	880,067
Total	$ 1,759,967

AGRICULTURE $196,100

Vote	Projects	Already Undertaken	Other
307	Prairie Farm Rehabilitation Act.	$ 89,600	$
308	Western Conservation Works	6,000	
310	Prairie Farm Rehabilitation Act.		75,500
313	Brandon Winter Fair Building		25,000
	Total	$ 95,600	$100,500

INTERIOR $79,912

Vote	Projects	Already Undertaken	Other
320	National Parks	$24,466	$
321	Forest Service	46	
324	National Parks		38,700
325	Forest Service		14,200
326	Topographical and Air Surveys		2,500
	Total	$24,512	$55,400

PUBLIC WORKS $489,277

Vote	Projects	Already Undertaken	Other
381	Public Buildings	$275,000	$
389	Harbours and Rivers	149,700	
394	General	12,279	
395			
400	Public Buildings		15,000
410	Harbours and Rivers		22,000
413	General		15,298
	Total	$436,979	$52,298

RAILWAYS & CANALS $707,540

Vote	Projects	Already Undertaken	Other
417	Railway grade crossings	$104,290	$
418	Canals, repairs & improvements	2,500	
419	CPR & CNR Special works programme		239,250
420	Railway grade crossings		67,600
427	Loans to C.P.R. & C.N.R. for special works programme		193,200
428	Loans to C.P.R. & C.N.R. for acquisition of equipment		100,700
	Total	$106,790	$600,750

INDIAN AFFAIRS $23,715

Vote	Projects	Already Undertaken	Other
317	Repairs to Government Buildings		
318	Erection of Indian Schools.		$23,715
319	Roads, bridges, etc., on Reserves		

MARINE $404

Vote	Projects	Already Undertaken	Other
338	Aids to Navigation	$	$404

MINES $47,000

Vote	Projects	Already Undertaken	Other
342	Geological Surveys	$	$47,000

NATIONAL DEFENCE $216,019

Vote	Projects	Already Undertaken	Other
354	Garage Ft. Osborne Barracks at Winnipeg	$ 15,500	
356	Continuance unemployment relief projects already organized	200,519	
	Total	$216,019	

LOANS TO DATE

MONEY LOANED BY THE DOMINION UNDER RELIEF ACTS 1931-1936 INC.

Total loans at November 30th 1936.	$25,115,852
Less cash repayments and credits of Dominion share of relief applied to loans.	6,535,997
Loans outstanding at November 30th 1936.	$ 18,579,855

TO ASSIST PROVINCE IN PAYING ITS SHARE OF APPROVED WORKS AND/OR TO LOAN MUNICIPALITIES FOR SAME PURPOSE.
Total loan $2900000. Outstanding at November 30th 1936. $2,900,000
- 1931 ACT Total loan $1,000,000
- 1932 ACT Total loan $1900000

TO MEET MATURITIES AND INTEREST FALLING DUE IN CANADA AND NEW YORK
Total loan $4650883. Outstanding at November 30th 1936. $3,139,455
- 1931 ACT Total loan $1,236,753
- 1932 ACT Total loan $1,944,130
- 1933 ACT Total loan $1470000

PROVINCES AND/OR MUNICIPALITIES' SHARE RELIEF EXPENDITURES. (Including Public Undertakings)
Total loan $11494814. Outstanding at November 30th 1936. $11,488,545
- 1931 ACT Total loan $794,733
- 1932 ACT Total loan $732,580
- 1933 ACT Total loan $614,000
- 1934 ACT Total loan $2502000
- 1935 ACT Total loan $3775500
- 1936 ACT Total loan $3,076,000

LOANS MARKED SPECIFICALLY FOR RE-LOAN TO MUNICIPALITIES.
Total loan $1937000. Outstanding at November 30th 1936. $1937000
- 1934 ACT Total loan $1,400000
- 1935 ACT Total loan $537,000

LOANS RE ASSISTANCE TO FARMERS INCLUDING SEED GRAIN.
Total loan $600,000. Outstanding November 30th 1936. 243,400
- 1932 ACT Total loan $600,000

LOANS RE RELIEF IN DROUGHT AREA INCLUDING SEED GRAIN
Total loan $883156. Outstanding at November 30th 1936. 871,455
- 1933 ACT Total loan $250000
- 1934 ACT Total loan $225,000
- 1935 ACT Total loan $408,156

LOANS BEING ADVANCE PAYMENTS OF DOMINION SHARE OF RELIEF
Total loan $2650000. Outstanding at November 30th 1936. Nil
- 1931 ACT Total loan $1,300000
- 1932 ACT Total loan $1,300000
- 1933 ACT Total loan $50,000

PREVIOUS DISBURSEMENTS

MONEY DISBURSED BY THE DOMINION (INCLUDING CREDITS) UNDER RELIEF ACTS 1930-1935 INC.

$16,509,072

- GRANTS-IN-AID $3,105,000
- DIRECT RELIEF $5,295,320
  - RELIEF IN DRIED OUT AREA (OTHER THAN DIRECT RELIEF) $152,282
- CARE OF SINGLE HOMELESS PERSONS $941,155
  - RELIEF SETTLEMENT $128,796
- PUBLIC WORKS $4,758,716
  - OTHER UNDERTAKINGS (INCLUDING TRANSPORTATION) $24823
- DEPARTMENT INTERIOR (NATIONAL PARKS) $940,818
  - DEPARTMENT NATIONAL DEFENCE $1,094,709
- DEPARTMENT RAILWAYS & CANALS $21,443
  - DEPARTMENT OF PUBLIC WORKS $6,904
- OTHER FEDERAL DEPARTMENTS $3,244
  - CANADIAN NATIONAL RAILWAYS $11,918
- CANADIAN PACIFIC RAILWAY $23,944

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

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Other projects undertaken by Federal Departments in co-operation with the province.

Dept. of Labour

Vote 333

Farm Improvement and Employment Plan. Agreement Oct. 14/36. — Amt. not specified.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

PUBLIC ARCHIVES
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Chart N.E.C.10.
30th.September 1936.

PROVINCE OF SASKATCHEWAN

137660

CURRENT COMMITMENTS

MONEY PROVIDED BY THE DOMINION FOR RELIEF AND EMPLOYMENT
IN THE FISCAL YEAR APRIL 1ST 1936 TO MARCH 31ST 1937.

DROUGHT AREA

BY GOVERNOR GENERAL'S WARRANTS
TO BE ISSUED

LABOUR $4,500,000

DIRECT RELIEF IN DROUGHT AREA
Agreement September 10th 1936
$4,500,000

AGRICULTURE $2,805,000

50% net freight on shipment of cattle from drought area to packing companies*
Agreement September 15th 1936
$30,000

50% shipment of cattle from drought area to suitable feeding locations and return.
Agreement September 15th 1936.
$75,000

Purchase of feed and fodder freight charges on same.
Moving equipment.
Agreement September 15th 1936.
$2,700,000

*Packing companies pay 1¢ per lb. live weight and Dominion assumes 50% of ultimate loss if any.

50% net freight on cattle and lambs purchased in drought area for shipment to other parts of Dominion.
Amount not specified.

SPECIAL SUPPLEMENTARY ESTIMATES

Projects already undertaken	$1,984,574
Other Projects	1,794,221
Grants-in-aid	1,695,750
Total	$5,474,545

VETERANS

Vote 175 **IN MAIN ESTIMATES**

PENSIONS & NATIONAL HEALTH

Relief assistance to pensioners $115,000 *Estimated*

PROJECTS UNDERTAKEN BY FEDERAL DEPARTMENTS IN CO-OPERATION WITH THE PROVINCE

Projects already undertaken	$298,208
Other Projects	928,050
Total	$1,226,258

MINES $80,000

OTHER PROJECTS $80,000

Vote 343.
TRANSPORTATION INTO MINING AREAS
Agreement July 9th 1936.
$80,000

LABOUR $1,146,258

PROJECTS ALREADY UNDERTAKEN $298,208

Vote 330.
COMMITMENTS ARISING OUT OF AGREEMENTS WITH THE PROVINCES

TO PROVIDE FOR UNPAID ACCOUNTS INCURRED UNDER PREVIOUS LEGISLATION
$274,128

Trans-Canada Highway
Agreement August 21st 1935.
$218,430

Other Commitments
(Including Farm Placement)
P.C. 3674 November 27th 1935.
$55,698

COMPLETION AUTHORIZED UNDER THE UNEMPLOYMENT RELIEF AND ASSISTANCE ACT 1936 OF WORKS UNDERTAKEN UNDER THE RELIEF ACT 1935.
$24,080

Trans-Canada Highway
Agreement July 9th 1936.
$24,080

OTHER PROJECTS $848,050

Vote 334.
AGRICULTURAL SETTLEMENT AND RE-SETTLEMENT
Agreement July 9th 1936.
$250,000

Vote 335.
NEW WORKS TO BE UNDERTAKEN IN CO-OPERATION WITH THE PROVINCE
Agreement July 9th 1936.
$598,050

Trans-Canada Highway $209,300

Provincial Highways and Roads $350,000

Other Provincial Works $38,750

GRANTS-IN-AID $1,695,750

April	$ 297,500
May	297,500
June	297,500
July	267,750
August	267,750
September	267,750

PROJECTS UNDERTAKEN IN THE PROVINCE BY FEDERAL DEPARTMENTS

Projects already undertaken	$1,686,366
Other Projects	866,171
Total	$2,552,537

AGRICULTURE $743,267

Vote	Projects	Already Undertaken	Other
307	Prairie Farm Rehabilitation Act.	$288,800	$
308	Western Conservation Works.	210,436	
310	Prairie Farm Rehabilitation Act.		151,000
311	Western Conservation Works.		113,031
	Total	$479,236	$264,031

INTERIOR $124,124

Vote	Projects	Already Undertaken	Other
320	National Parks	$ 50,234	$
324	National Parks		70,900
325	Forest Service		2,790
327	Geodetic Surveys		200
	Total	$ 50,234	$ 73,890

PUBLIC WORKS $955,600

Vote	Projects	Already Undertaken	Other
382	Public Buildings	$440,000	$
390	Harbours and Rivers	426,600	
401	Public Buildings		15,000
411	Harbours and Rivers		59,000
414	General		15,000
	Total	$866,600	$ 89,000

RAILWAYS & CANALS $480,396

Vote	Projects	Already Undertaken	Other
417	Railway grade crossings.	$ 85,596	$
419	C.P.R. & C.N.R. Special works programme		246,000
420	Railway grade crossings.		89,300
427	Loans to C.P.R. & C.N.R. for special works programme.		59,500
	Total	$ 85,596	$394,800

INDIAN AFFAIRS $56,450

Vote	Projects	Already Undertaken	Other
316	Completion Qu'Appelle Indian Hospital.	$ 30,000	
317	Repairs to Government Buildings.		
318	Erection of Indian Schools.		$ 26,450
319	Roads, bridges, etc., on Reserves		

MINES $18,000

Vote	Projects	Already Undertaken	Other
342	Geological Surveys.	$	$ 18,000

NATIONAL DEFENCE $174,700

Vote	Projects	Already Undertaken	Other
356	Continuance unemployment relief projects already organized	$ 174,700	

LOANS TO DATE

MONEY LOANED BY THE DOMINION UNDER RELIEF ACTS 1931-1936 INC.

Total loans at September 30th 1936.	$55,335,964
Less cash repayments and credits of Dominion share of relief applied to loans.	6,087,146
Loans outstanding at September 30th 1936.	$49,248,818

TO ASSIST PROVINCE IN PAYING ITS SHARE OF APPROVED WORKS AND/OR TO LOAN MUNICIPALITIES FOR SAME PURPOSE.
Total loan $1,646,962
Outstanding at September 30th 1936. $1,622,933

- 1931 ACT Total loan $500,000
- 1932 ACT Total loan $1,146,962

TO MEET NEW YORK COMMITMENTS.
Total loan $4,034,934
Outstanding at September 30th 1936. 3,934,342

- 1931 ACT Total loan $4,034,934

FOR GOVERNMENTAL SERVICES.
Total loan $6,500,000
Outstanding at September 30th 1936. 6,500,000

- 1931 ACT Total loan $6,500,000

PROVINCES AND/OR MUNICIPALITIES SHARE RELIEF EXPENDITURES. (Including undertakings)
Total loan $10,330,772
Outstanding at September 30th 1936. 11,407,222

- 1932 ACT Total loan $200,000
- 1933 ACT Total loan $3,000,000
- 1934 ACT Total loan $2,750,000
- 1935 ACT Total loan $3,500,000
- 1936 ACT Total loan $880,772

LOANS MARKED SPECIFICALLY FOR RE-LOAN TO MUNICIPALITIES.
Total loan $145,000
Outstanding at September 30th 1936. 145,000

- 1935 ACT Total loan $145,000

LOANS RE CAPITALIZATION OF INTEREST.
Total loan $3,695,172
Outstanding at September 30th 1936. 3,673,184

- 1932 ACT Total loan $387,375
- 1933 ACT Total loan $760,066
- 1934 ACT Total loan $1,184,811
- 1935 ACT Total loan $1,362,920

LOANS RE ASSISTANCE TO FARMERS INCLUDING SEED GRAIN.
Total loan $15,000,000
Outstanding at September 30th 1936. 13,892,633

- 1932 ACT Total loan $6,000,000*(a)(b)
- 1934 ACT Total loan $3,000,000
- 1935 ACT Total loan $6,000,000

LOANS TO PAY RELIEF FEED AND SEED ACCOUNTS
On hand as of July 31st 1934 $5,033,124
" " " " Aug 31st 1935. 2,750,000
Total loan $7,783,124
Outstanding at September 30th 1936. 7,783,124

- 1934 ACT Total loan $4,500,000
- 1935 ACT Total loan $3,283,124

LOANS COVERING DOMINION'S SHARE OF RELIEF TO BE LIQUIDATED AS ACCOUNTS RECIEVED AND APPROVED.
Total loan $6,200,000
Outstanding at September 30th 1936. 289,750

- 1931 ACT Total loan $1,000,000
- 1932 ACT Total loan $2,000,000*(b)
- 1933 ACT Total loan $3,200,000

NOTE:- In addition to above loans $9,000,000 in accountable advances where made since November 1934 for relief purposes in the drought area which advances are now treated as expenditures.

*(a) Includes $697,367 designated as loan for relief from October 1st 1933. P.C. 2389
(b) Balance unliquidated $379,084 carried as loan re Province's share.

PREVIOUS DISBURSEMENTS

MONEY DISBURSED BY THE DOMINION (INCLUDING CREDITS) UNDER RELIEF ACTS 1930-1935 INC.

$26,478,638

- GRANTS-IN-AID $4,600,000
- DIRECT RELIEF $9,419,576
- RELIEF IN DRIED OUT AREA (OTHER THAN DIRECT RELIEF) $5,800,928
- CARE OF SINGLE HOMELESS PERSONS $527,388
- RELIEF SETTLEMENT $144,966
- PUBLIC WORKS $3,716,289
- OTHER UNDERTAKINGS (INCLUDING TRANSPORTATION) $40,072
- DEPARTMENT INTERIOR (NATIONAL PARKS) $529,336
- DEPARTMENT NATIONAL DEFENCE $1,192,574
- DEPARTMENT RAILWAYS & CANALS $35,766
- DEPARTMENT JUSTICE $2,523
- OTHER FEDERAL DEPARTMENTS $14,999
- CANADIAN NATIONAL RAILWAYS $76,796
- CANADIAN PACIFIC RAILWAY $377,425

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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Add, to

Other projects undertaken by Federal Departments in co-operation with the province.

Dept. of Labour

Vote 333

Farm Improvement and Employment Plan. Agreement Oct. 14/36. — Amt. not specified.

Vote 335

Works for single homeless unemployed individuals. Agreement Nov. 16/36. — $750,000.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

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C 137661

Chart N.E.C. 12

PROVINCE OF BRITISH COLUMBIA

SPECIAL SUPPLEMENTARY ESTIMATES.	
Total allotted	$ 6,511,301
Expended to October 31st 1936	$ 3,381,445
Unexpended balance	$ 3,129,856
MAIN ESTIMATES.	
Expended to October 31st 1936	$ 183,058
Total expended to October 31st 1936	$ 3,564,503

CURRENT COMMITMENTS

MONEY PROVIDED BY THE DOMINION FOR RELIEF AND EMPLOYMENT
IN THE FISCAL YEAR APRIL 1ST 1936 TO MARCH 31ST 1937.

SPECIAL SUPPLEMENTARY ESTIMATES

Projects already undertaken	$1,978,755
Other Projects	2,658,298
Grants-in-aid	1,874,248
Total	$6,511,301

VETERANS — Vote 175 IN MAIN ESTIMATES

PENSIONS & NATIONAL HEALTH

Relief assistance to pensioners	$375,000 Estimated

PROJECTS UNDERTAKEN BY FEDERAL DEPARTMENTS IN CO-OPERATION WITH THE PROVINCE

Projects already undertaken	$ 7,531
Other Projects	1,150,000
Total	$ 1,157,531

INTERIOR $100,000

OTHER PROJECTS $100,000

Vote 324 IMPROVEMENT OF ROAD BETWEEN KINGSGATE AND WEST BOUNDARY OF KOOTENAY PARK
Agreement July 9th 1936. $100,000

LABOUR $757,531

PROJECTS ALREADY UNDERTAKEN $ 7,531

Vote 330 COMMITMENTS ARISING OUT OF AGREEMENTS WITH THE PROVINCES $ 7,531

TO PROVIDE FOR UNPAID ACCOUNTS INCURRED UNDER PREVIOUS LEGISLATION $ 7,531

Other Commitments (Including Farm Placement). Agreement November 6th 1935 $7,531

OTHER PROJECTS $750,000

Vote 335 NEW WORKS TO BE UNDERTAKEN IN CO-OPERATION WITH THE PROVINCE
Agreement July 9th 1936. $750,000

- Provincial Highways and Roads $580,000
- Trans-Canada Highway $170,000

MINES $300,000

OTHER PROJECTS $300,000

Vote 343 TRANSPORTATION INTO MINING AREAS
Agreement July 9th 1936. $300,000

GRANTS-IN-AID $1,874,248

April	$223,125
May	223,125
June	223,125
July	200,812
August	200,812
September	200,813
October	200,812
November	200,812
December	200,812

PROJECTS UNDERTAKEN IN THE PROVINCE BY FEDERAL DEPARTMENTS

Projects already undertaken	$1,971,224
Other Projects	1,508,298
Total	$3,479,522

INDIAN AFFAIRS $40,100

Vote	Projects	Already Undertaken	Other
317	Repairs to Government Buildings		
318	Erection of Indian Schools.		$40,100
319	Roads, bridges, etc., on Reserves		

MARINE $62,041

Vote	Projects	Already Undertaken	Other
338	Aids to navigation	$	$62,041

MINES $25,000

Vote	Projects	Already Undertaken	Other
342	Geological Surveys	$	$25,000

NATIONAL DEFENCE $638,393

Vote	Projects	Already Undertaken	Other
348	Armoury at Vancouver	$ 19,433	$
356	Continuance unemployment relief projects already organized	493,960	
364	Joint Service magazine, Esquimalt		$125,000
	Total	$513,393	$125,000

INTERIOR $595,067

Vote	Projects	Already Undertaken	Other
320	National Parks	$ 93,019	$
324	National Parks		476,900
325	Forest Service		2,430
326	Topographical & Air Surveys		5,563
327	Geodetic Survey		6,800
328	Water Power & Hydrometric Bur.		10,375
	Total	$ 93,019	$502,048

PUBLIC WORKS $1,712,527

Vote	Projects	Already Undertaken	Other
366	H.M.C. Dockyard at Esquimalt	$	$ 20,000
367	R.C.N.V.R. Headquarters Prince Rupert		7,000
383	Public Buildings	997,000	
393	Harbours and Rivers	314,200	
394	General	10,218	
403	Public Buildings		24,000
412	Harbours and Rivers		301,100
413	General		39,009
	Total	$1,321,418	$391,109

RAILWAYS & CANALS $406,394

Vote	Projects	Already Undertaken	Other
417	Railway grade crossings	$43,394	$
419	C.P.R. & C.N.R. Special works programme		253,500
420	Railway grade crossings		67,000
427	Loans to C.P.R. & C.N.R. for special works programme		42,500
	Total	$43,394	$363,000

LOANS TO DATE

MONEY LOANED BY THE DOMINION UNDER RELIEF ACTS 1931-1936 INC.

Total loans at November 30th 1936.	$37,086,665
Less cash repayments and credits of Dominion share of relief applied to loans.	7,991,585
Loans outstanding at November 30th 1936.	$29,095,080

TO ASSIST PROVINCE IN PAYING ITS SHARE OF APPROVED WORKS AND/OR TO LOAN MUNICIPALITIES FOR SAME PURPOSE.
Total loan $1,500,000 — Outstanding at November 30th 1936 $1,500,000

- 1931 ACT Total loan $1,000,000
- 1932 ACT Total loan $ 500,000

TO MEET MATURITIES AND INTEREST FALLING DUE IN CANADA AND NEW YORK.
Total loan $15,010,165 — Outstanding at November 30th 1936 11,190,509

- 1931 ACT Total loan $3,371,665
- 1932 ACT Total loan $1,732,500*(b)
- 1933 ACT Total loan $ 1,435,000
- 1934 ACT Total loan $2,500,000
- 1935 ACT Total loan $5,971,000

PROVINCES AND/OR MUNICIPALITIES SHARE RELIEF EXPENDITURES.
Total loan $13,251,500 — Outstanding at November 30th 1936 13,379,571*

- 1931 ACT Total loan $ 112,500
- 1932 ACT Total loan $2,000,000*(a)
- 1934 ACT Total loan $3,850,000
- 1935 ACT Total loan $5,695,000
- 1936 ACT Total loan $1,594,000

LOANS MARKED SPECIFICALLY FOR RE-LOAN TO MUNICIPALITIES.
Total loan $1,150,000 — Outstanding at November 30th 1936 1,150,000

- 1932 ACT Total loan $ 150,000
- 1933 ACT Total loan $ 100,000
- 1934 ACT Total loan $ 500,000
- 1935 ACT Total loan $ 400,000

LOANS RE PROVINCIAL PUBLIC WORKS CONSTRUCTION.
Total loan $1,000,000 — Outstanding at November 30th 1936 1,000,000

- 1934 ACT Total loan $1,000,000

LOANS TO MEET DEFICIT ON ORDINARY ACCOUNT.
Total loan $375,000 — Outstanding at November 30th 1936 375,000

- 1934 ACT Total loan $ 375,000

LOAN RE FLOOD DAMAGES
Total loan $500,000 — Outstanding at November 30th 1936 500,000

- 1935 ACT Total loan $ 500,000

LOANS BEING ADVANCE PAYMENTS OF DOMINION SHARE OF RELIEF.
Total loan $4,300,000 — Outstanding at November 30th 1936 Nil

- 1931 ACT Total loan $1,300,000
- 1932 ACT Total loan $1,000,000
- 1933 ACT Total loan $2,000,000

*(a) Includes $373,466 transferred to relief purposes. P.C. 813 April 28th 1933.
*(b) Reduced by $245,396 being credits of Dominion share applied.

PREVIOUS DISBURSEMENTS

MONEY DISBURSED BY THE DOMINION (INCLUDING CREDITS) UNDER RELIEF ACTS 1930-1935 INC.

$23,242,565

- GRANTS-IN-AID $3,450,000
- DIRECT RELIEF $6,942,628
- CARE OF SINGLE HOMELESS PERSONS $1,895,495
- RELIEF SETTLEMENT $9,824
- PUBLIC WORKS $4,284,540
- OTHER UNDERTAKINGS (INCLUDING TRANSPORTATION) $9,762
- DEPARTMENT INTERIOR (NATIONAL PARKS) $252,731
- DEPARTMENT NATIONAL DEFENCE $5,798,524
- DEPARTMENT RAILWAYS & CANALS $149,370
- DEPARTMENT OF PUBLIC WORKS $104,063
- CANADIAN NATIONAL RAILWAYS $75,140
- CANADIAN PACIFIC RAILWAY $270,488

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Coll - Employment - National Employment

C 137662

LOW RENTAL HOUSING

PROPOSAL

On September 2nd, the National Employment Commission recommended to the Minister a broad housing policy for the Dominion under the following sub-headings:

1. A plan for the renovation and modernization of existing dwelling units both in urban and rural districts (Home Improvement Plan);

2. Assistance by the Dominion Government for the building of low-rental houses and for slum clearance projects (to take care of those unable to pay an economic rent);

3. Broadening of the present Dominion Housing Act which covers the building of medium priced houses - with special reference to its extension into small urban and rural areas.

On September 9th, the Prime Minister and the Minister of Labour announced through the Press the Government's approval in principle of these recommendations, and stated that the necessary legislation to implement the programme would be introduced at the forthcoming Parliamentary Session.

Subsequently the Home Improvement Plan was worked out in detail and on October 16th, Honourable C.A. Dunning and the Chairman of the Commission were able to announce an arrangement by which with the co-operation of the chartered banks, the Plan would be put into operation at once, prior to legislation. This covered the first of the Commission's recommendations.

In the meantime the Department of Finance, on its own initiative has, after a conference with authorized lending. institutions, at which the National Employment Commission was represented, announced far-reaching changes in the regulations under the Dominion Housing Act. By these changes, the Government assumed greatly increased proportions of any losses on the smaller

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C 137663

loans (which would usually be also in the smaller places) and made substantial contributions toward the expense of administering applications and loans outside the larger cities. Thus the Act in effect has been liberalized and its applicability to smaller loans and smaller centres has been increased. With the reviving demand for housing which is now apparent, the Act can be expected to aid both the owner-builder and the speculative builder in increasing the supply of medium priced dwellings. Thus, in substantial part, the third of the Commission's recommendations has already been made operative by the action of the Department of Finance.

There remains still to be provided by the Commission a detailed plan to cover its second recommendation, i.e., that for low-rental housing construction. In this connection the Government's September public announcement stated that the principles governing such a plan would be as follows:

(a) Participation by the Dominion, by the Provinces, and/or Municipalities in any aid that may be given, whether by subsidy, loan, guarantee, or ommission of taxes;

(b) Encouragement of the participation of private capital;

(c) Avoidance of setting up administrative burdens which the various governing authorities are not equipped to assume;

(d) Avoidance of undue competition with the private investor and with existing housing;

(e) Requirement of a system of selected tenants so that government-aided low-rental houses will not be occupied by those able to pay full economic rents.

The Commission's plan, worked out in accord with the above principles, is now attached hereto, and in connection with its consideration the following points should be borne in mind:

In recommending Government assistance in the low-rental field, the Commission believes that it forms an essential part of a broad Housing Policy for the Dominion; that it will meet a popular demand, and, in making our people conscious of the

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vital importance of housing, will increase activity under both the Home Improvement Plan and under the Dominion Housing Act. Indeed, no part of this three-fold programme will independently in its own field achieve the results possible when combined with the other.

Further, the Commission believes that expenditures, effective in improving housing accommodation for the low-wage earner, will be repaid fully in improved health, increased productive efficiency, decreased crime and delinquency, and the greater social solidarity and responsibility which improved home life brings. We are rapidly approaching the position, which has been definitely reached in Great Britain, in which public opinion will enforce on municipalities, with assistance of governments, the responsibility of seeing that unhealthy and substandard dwellings are not allowed to exist and that reasonably adequate housing accommodation is available for all.

There is as yet no experience in this field in Canada. Previous housing programmes have been designed to provide houses <u>for sale</u> not <u>for rent</u>. British experience is helpful but the British models cannot be slavishly imitated. United States' experience is so far of little value. Canada will not be able to furnish her own answer to this problem, which will shortly confront us in critical form, unless a carefully guarded, limited experiment directs public attention to the problem and releases local initiative for its solution.

To sum up, action by the Dominion Government is justified because:

(a) As a measure of public health and social advancement, low-rental housing projects will have a direct influence in improving conditions of life for the low-wage earner inurban areas and will be a factor in increasing the employability of our workers after a period in which their employability has been greatly reduced;

(b) The field of low-rental housing is the only one in which a direct and decisive stimulus can be given to home-building without the risk of subsidizing competition to private builders and thus discouraging more building than is stimulated;

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(c) The employment created by such housing projects will be greater and more widely spread than that afforded by large scale public works;

(d) Direct aid in this field will arrest public attention and focus the interest of communities generally on housing. It will greatly increase activity under both the Home Improvement Plan and under the Dominion Housing Act;

(e) The Dominion has a direct interest in having the problem tackled now rather than when recovery has gone further. It may well be that ultimately responsibility in this field should be left to the Municipalities and Provinces. We urge Dominion aid in a sound experiment by which direction can be given to future policy.

Ottawa
9th February, 1937.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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CANADA

LOW RENTAL HOUSING

DETAILED PLAN

I. DOMINION SUBSIDY

A. Nature and Extent

The Dominion will grant subsidies (preferably capital but alternatively an annual equivalent for 35 years computed at 5½% interest and 1 (i.e. 0.9975) per cent amortisation) not exceeding one-third of the cost of constructing low-rental housing accommodation and of acquiring the necessary land, to municipal housing commissions or limited-dividend housing corporations undertaking low-rental housing projects approved by the Minister charged with administration.

N.B. - The rate of 5½% interest, as it appears in this and subsequent paragraphs, is taken as a conservative estimate of normal commercial earnings on this type of enterprise and as probably required to induce private participation. It may, however, in the light of other judgments be varied up or down without affecting the design of the plan.

B. Limitation in Total Subsidies

The total subsidies granted shall not exceed $10,000,000 capital sum (or annual equivalent as in "A") during the two years to which the proposal is limited.

C. Type of Project Subsidised

Low-rental housing projects to be approved must include not less than 100 family-dwelling units and the cost (including land) on which subsidy is given shall not exceed $750 per adult-accommodation provided. (Children 1 year and under are not counted, children 1-10 years to count as ½ adult).

Within this maximum, costs shall in each case be subject to the approval of the Minister.

II. RENT REDUCTION CONTRIBUTIONS AND CONDITIONS

A. Basis of Provincial-Municipal Contributions

Provinces in which low-rental housing projects are to be located shall, on behalf of, and in agreement with the municipalities concerned, agree to make a joint provincial-municipal contribution toward rent-reductions, as required, up to an amount of $1.25 per month per adult-accommodation provided and for a period of 35 years. Provincial-municipal contributions may be made in direct monthly payments, or in land provided rent free (the contribution to be calculated at 5½% on the fair value of the land, which shall be subject to the approval of the Minister) or in funds lent at less

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than 5½% interest (the contribution to be calculated as the difference between the actual interest payable and 5½%). The contribution of the Dominion toward rent reductions shall be calculated as 6½% per annum of the capital amount of the Dominion subsidy (5½% interest and 1 per cent amortisation over 35 years).

B. Fund Workings - Selection of Tenants.

Contributions towards rent reductions, shall be credited monthly by the Housing Corporation or Municipal Housing Commission to a Rent Reduction Fund. This fund shall be applied, as needed, to the reduction of individual-family rents from the economic rents as approved by the Minister. (In the calculation of these 5½% shall be charged for all capital, and the cost of construction but not the value of the land shall be amortised over 35 years.) These reductions shall be in accordance with the ability of individual tenant-families to pay as determined and certified by the Welfare Department or designated officials in the municipality. Selection of Tenants shall be under the control of the management of the housing project. Only ability to pay shall be determined by the Welfare Department. Not less than 50% of the accommodation provided shall be available to families certified to be unable to pay the full economic rent. When the family income of a tenant-family becomes more than sufficient to pay the economic rent of its accommodation, the family shall be notified that it has become ineligible as tenant and shall be given reasonable time in which to vacate, provided an eligible tenant is an applicant for the accommodation.

C. Fund Fluctuations

If, at the end of any accounting year, the Rent Reduction Fund amounts to the equivalent of 4 months' rent or more for the entire project, the provincial-municipal contributions shall be reduced by such amounts that the total monthly contributions equal the total monthly rent reductions then in force. If, at the end of any month, the Rent Reduction Fund shall be equal to one month's rent or less for the entire project the provincial-municipal contributions, unless they are at the maximum, shall be increased by such amounts that the total monthly contributions equal the current monthly rent-reductions then in force.

D. Adjustment of Contributions to Fund

In adjusting the contributions to the Rent Reduction Fund, municipal contributions and direct monthly provincial contributions, if any, shall be the ones reduced and increased, provided that the total provincial and municipal contributions need not at any time exceed $1.25 per month per adult-accommodation provided. Contributions by means of loans, calculated as the difference between the lender's borrowing rate and 5½% shall not be subject to reduction. Contributions calculated as 5½% of the fair value of land provided rent-free shall be reduced by being made repayable.

E. Dominion Interest in Fund.

At the end of 35 years any surplus in the Rent Reduction Fund in excess of 4 months' economic rent shall be the property of the Dominion. The remainder shall be the property of the Housing Corporation or Commission.

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F. Penalty for Discontinuance of Provincial-Municipal Contributions.

If a municipality, through the province, or the province on its own behalf, having entered into agreement to make the contributions to the Rent Reduction Fund as above, shall at any time discontinue the payments as required by the agreement, the province shall undertake to pay to the Dominion, for each of such months within the 35-year period in which the payments are not made, sums calculated at 4¾% (3¼% interest plus 1½% (i.e. 1.575) % amortisation) per annum of the capital amount of the Dominion subsidy.

III. REGULATIONS REGARDING APPROVAL OF PROJECTS

A. Approvals Required

Projects shall be subject to the approval of the municipal and provincial authorities, and of the Dominion Minister charged with the administration of the Act.

B. Conditions of Approval

The Minister shall not approve a project unless, in his opinion:

(1) Satisfactory evidence has been furnished of the need for such low-rental housing by reason of shortage, overcrowding, congestion, or the sub-standard character of existing housing;

(2) The areas in which the projects are to be located have been adequately planned and unless zoning regulations are sufficient to safeguard the investment and to secure the suitability of the location throughout the life-time of the project;

(3) The personnel of the board of directors of the limited-dividend housing corporation or of the municipal commission is such as to ensure efficient and independent administration and unless adequate provision has been made for competent management;

(4) Adequate care has been exercised to ensure economical design and construction and land purchase or lease.

IV. ADMINISTRATION

A. Regulations and Audit

The Minister shall prescribe such detailed regulations as are necessary for the carrying out of the purposes of the Act, including provision for the regular audit of the accounts of each housing project and the Rent Reduction Fund, and for safeguards to ensure adequate maintenance of the properties.

B. Dominion Authority Functions

The Minister shall provide adquate administration facilities for:

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(1) Receipt and consideration of low-rental housing projects and plans submitted through the provincial governments;

(2) The determining of assistance to be granted under this Act;

(3) The keeping of necessary records and statistics;

(4) The giving of advice, when sought, to those contemplating low-rental housing projects;

(5) The dissemination of accurate information on housing generally.

V. LIMITATION OF DIVIDENDS

Dividends of housing corporations receiving assistance under this Act shall be limited during the 35 year period to 5½% per annum on the paid-up capital.

VI. TERMINATION CONDITIONS

The Governor-General-in-Council (or Minister) shall have authority to refuse approval to further projects at any time.

Projects may be approved under this Act only during the fiscal years 1937-38 and 1938-39.

Ottawa
9th February, 1937.

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LOW RENTAL HOUSING

Illustration of the Working of the Plan

As applying to a low Taxation Centre -

(Toronto).

1. CAPITAL COST

A. Per Unit

	Total
Average Cost of Constructing family dwelling for 4.5 adults.....	$ 2,500
* Cost of Surburban or cheap land.....	200
	$ 2,700

* The cost of land cleared of slums may be as high as $1,000 per unit, but most developments will cost about $200 per unit.

B. Contributions Required

Dominion Government Grant 1/3 of Total.....	$ 900
Local Authority or Building Corporation with aid of Provinces	1,800
	$2,700

2. RENT

A. Items Comprising Economic Rent

	Per Year
* Taxes on the basis of the City of Toronto	$ 49
Management, Repairs, Insurance and Vacancies	54
Amortization: 1% over 35 years on the value of the building only	25
Interest at commercial rate of 5½% on $2,700	148
	$ 276

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x The Toronto taxes on this class of housing are lower than in most other cities. Higher taxes in any city would raise the economic rent but would also enable the city to contribute more to its reduction.

B. Reduction Required	Per Year
Economic Rent	$ 276
Average ability to Pay	156
Approximate Reduction Required	$ 120

3. BASIS OF CONTRIBUTIONS TO BE CREDITED TO RENT REDUCTION FUND

A. By Dominion Government

	Per Year
Equivalent to 5½% on $900 plus 1% amortization	$ 58.50

B. By Provinces and/or Municipalities

2% on $1,600 in that money is lent at 3½% as against a commercial rate of 5½%	32.00
x Direct Monthly Contribution	29.50
	$ 120.00

x In comparison with this, $49.00 is the equivalent of taxes paid to the municipality. Only where vacant suburban land is used, however, would these taxes represent an increase in municipal revenue.

Notes

(a) While the Dominion contribution towards the Rent Reduction Fund appears almost to reach one-half of the total contributions, this is due to allowance of 5½% interest, whereas the current cost to the Dominion for long-term money is likely to be nearer 3¼%, bringing the Dominion proportion down to about 36%.

(b) In a municipally-owned project, the whole remaining requirement over and above the Dominion capital contribution, i.e. $1,800, could be provided at 3½% and the direct monthly contribution reduced.

Ottawa,
9th February, 1937.

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~~137671~~

LOW RENTAL HOUSING

Illustration of the Working of the Plan

As Applying to a High Taxation Centre

(Winnipeg)

1. **CAPITAL COST**

A. Per Unit

	Total
Average Cost of Constructing family dwelling for 4.5 adults	$2,500
* Cost of Suburban or cheap land	200
	$2,700

* The cost of land cleared of slums may be as high as $1,000 per unit, but most developments will cost about $200 per unit.

B. Contributions Required

Dominion Government Grant 1/3 of Total	$ 900
Local Authority or Building Corporation with aid of Province	1,800
	2,700

2. **RENT**

A. Items Comprising Economic Rent

	Per Year
Taxes on the basis of the City of Winnipeg	$ 99
Management, Repairs, Insurance and Vacancies	54
Amortization: 1% over 35 years on the value of the building only	25
Interest at commercial rate of 5½% on $2,700	148
	$ 326

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B. Reduction Required

Economic Rent	$ 326
Average ability to pay	156
Approximate Reduction Required	$ 170

3. BASIS OF CONTRIBUTIONS TO BE CREDITED TO RENT REDUCTION FUND

A. By Dominion Government

	Per Year
Equivalent to 5½% on $900 plus 1% amortization	$ 58.50

B. By Provinces and/or Municipalities

2% on $1,600 in that money is lent at 3½% as against a commercial rate of 5½%	32.00
* Direct Monthly Contribution	79.50
	170.00

* In comparison with this, $99.00 is the equivalent of taxes paid to the municipality. Only where vacant suburban land is used, however, would these taxes represent an increase in municipal revenue.

Notes

(a) While the Dominion contribution towards the Rent Reduction Fund appears almost to reach one-half of the total contributions, this is due to allowance of 5½% interest, whereas the current cost to the Dominion for long-term money is likely to be nearer 3¼%, bringing the Dominion proportion down to about 36%.

(b) In a municipally-owned project, the whole remaining requirement over and above the Dominion capital contribution, i.e., $1,800, could be provided at 3½% and the direct monthly contribution reduced.

Ottawa,
9th February, 1937.

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Coll - Natl Employment Commission
137674
N. & C

Ottawa, 23rd February, 1937.

Dear Mr. Rogers:

Apprenticeship

Proceeding in accordance with The National Employment Commission Act 1936, Section 6-g, wherein it was provided that the Commission shall:

> "investigate and report to the Minister upon plans for the establishment of an apprenticeship system in industry"

the report of the special committee of the Commission set up to consider Apprenticeship and "Learnership" plans was approved by the Commission at its meeting on February 18th and this report (Exhibit "A") - together with a summary (Exhibit "B") - is attached.

Arising originally out of an exhaustive investigation "upon measures and means in respect to the employment of youth" (as provided in Section 9, sub-section 2, of the same Act) made by the Youth Employment Committee, the plan recommended has been harmonized with the broader plans which the Commission is developing to increase employability, both male and female, and therefore aid in an acceleration of the rate at which financial grants by the Dominion for relief purposes can be cut down.

There is no question but that the available supply of skilled workers has been drastically curtailed by:

1. Seven years death rate and increasing age of workers.

2. The re-establishment of many workers formerly engaged in skilled trade in other occupations, because no positions in their regular lines have been available for a considerable period.

3. The return of a number of skilled workers to their native lands because of lack of employment opportunities in Canada.

4. The decline in the number of apprenticeship plans carried on by larger industries, as a result of depressed conditions.

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The Commission therefore believes that the abnormal situation obtaining in the last seven years requires action by the Dominion to stimulate a greater realization by all sections of the community of the value of Apprenticeship and "Learnership" training, and that the Dominion is justified in making a moderate financial contribution on a per capita basis for apprentices and learners trained under Provincial plans, the main cost of which the Provinces are prepared to bear. Such a procedure would also give the opportunity of ensuring that certain underlying principles covered in the memorandum, which it is believed are essential to the success of Apprenticeship and Learnership training, will serve as a basis for any Provincial efforts for which the Dominion contribution is desired.

So far as legislation is concerned, bearing in mind that Apprenticeship in its very nature involves a period of training running say from 3 to 5 years, it is felt it would be unwise to attempt to deal with it under the Unemployment Relief Act unless indeed that legislation is in future to cover long periods. The use of the Vocational Educational Act facilities also involves important disadvantages. In the view of the Commission therefore, the matter should be handled by a separate Dominion Act of an enabling character.

It is exceedingly difficult to arrive at a really accurate estimate of the financial requirements during the coming fiscal year of such a plan as has been proposed, but it is the Commission's view that the maximum cost to the Dominion Government estimated on giving assistance to 10,000 Apprentices, under such action as the Provincial Governments might wish to take would not exceed $500,000.

Yours very truly,

Chairman.

Honourable Norman McL. Rogers,
Minister of Labour,
Confederation Building,
Ottawa.

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Coll - Natl Employment Commission 137676

REPORT OF THE NATIONAL EMPLOYMENT COMMISSION

ON

APPRENTICESHIP - LEARNERSHIP

Introduction

After an exhaustive study on youth training undertaken by the Youth Employment Committee -- in the carrying out of which members of this Committee visited all parts of Canada and interviewed employers, workers, educational authorities, etc., -- a report summarizing the information gathered, along with a number of recommendations, findings and supporting statements, was submitted to the Commission.

Subsequently, the Women's Employment Committee has given consideration to the training of young women workers and submitted a number of preliminary recommendations on this subject to the Commission.

These have been carefully examined, and based thereon, but keeping in mind the necessity of harmonizing these group recommendations with the broad plans of the Commission, the following report on apprenticeship training and learnership training is herewith submitted.

Existing Position

1. Legislative

Apprenticeship Acts are in effect in the Provinces of Ontario and British Columbia, though it is only within the last year or two that they have been extended in their operations beyond the building industry. In both Provinces the Acts appear to be giving general satisfaction, though labour representatives stressed strongly that the age limit for apprentices -- which had been dropped by amendments to the Ontario Act -- should be restored.

Prior to the enactment of these measures there had been considerable exploitation of young people by fake trade schools of various kinds which charged excessive fees but very rarely gave any real training.

The Ontario Act, which was the first to be established, originally provided for an assessment on the employers in the building industry, the funds so raised being used to meet the payment of weekly wages and living allowances to apprentices attending technical school during a portion of the first two years of their apprenticeship. As a result of the depressed state of the industry during the past few years the payment of wages while attending these classes was dropped and the assessment on the industry cancelled, the Government continuing to bear the cost of paying living allowances to the greatly reduced number of those under the existing apprenticeship plans compulsorily attending these classes.

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Strong representations have been made by both employers and trade union officials that unless these training classes are re-established on a compulsory basis of attendance for all apprentices their training will be much less efficient.

The Ontario and British Columbia Acts have now extended their operations beyond the building industry, covering such other occupations as barbering, hairdressing, automotive repairs, etc.

In the three Prairie Provinces there is no official apprenticeship plan but -- particularly in the building and construction industry -- there is a strong desire for Apprenticeship Acts similar to those of Ontario and British Columbia. There is also considerable agitation in these Provinces to improve the facilities and methods of training of young workers in technical schools.

In Quebec the only regulations which exist in respect to apprenticeship are those of the Collective Labour Agreements under the Arcand Act. Enquiries, however, have established that in most of these agreements there is no provision for any adequate plan, the term "apprentice" being used merely to designate different wage scales for youths and less skilled grades of workers.

In none of the three Maritime Provinces are there any legislative enactments covering apprenticeship, though Prince Edward Island has a law, enacted in 1845, on its statute books which, however, is out of date and is entirely disregarded.

2. Industrial -- Status of Private Plans

Railways. Both the C.P.R. and the C.N.R., and to a smaller extent the Michigan Central, have adequate and complete plans of their own for training apprentices. These have been in operation for a considerable length of time and the conditions both as to the number of apprentices to be employed, length and character of training, etc., are governed by the Companies' agreements with the labour unions.

Building Industry. Previous to the trade depression satisfactory apprenticeship plans had been developed in Ontario and British Columbia under the Apprenticeship Acts of these provinces. There appears to be no provision for the training of apprentices in this industry in other parts of Canada, though it is recognized that a large percentage of building workers are skilled and require apprenticeship tfaining to qualify as efficient workers.

Printing Industry. This industry demands highly skilled workers and calls for apprenticeship training. The International Typographical Union has materially assisted by the provision of a correspondence course for its membership and in many centres apprenticeship training is carried on under joint agreements between employers and the Union. Throughout the entire industry there is now considerable interest manifest in the revival, or introduction, of apprenticeship plans.

Electrical Industry. Many sections of this industry call for a high degree of skill and at least two of the larger companies have complete apprenticeship plans maintained in co-operation with the technical schools in their localities and the Engineering Departments of Universities. There is, however, room for considerable extension of apprenticeship in this industry.

Metal Trades. (including steel and automobile industries). Some companies have, at the present time, suitable plans for training future supervisors, foremen, etc., but there does not appear to be any apprenticeship plan which could be called adequate. This industry lends itself to both apprenticeship and learnership plans.

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Miscellaneous Industries. In the garment, flour milling, pulp and paper, boots and shoes, rubber, agricultural implement, packing and a number of similar mass production industries, the operations are highly specialized and include a variety of jobs. In most cases the operator is usually only familiar with one particular job which can be learned in a few days or weeks, though there are some notable exceptions where it may take a year or two to become thoroughly familiar. In these occupations there is need for "learnership" training so that a young man or woman might acquire, under expert guidance, a knowledge of a variety of occupations, none of which could be called a craft or trade. By this means their employment would become more stabilized because of their interchangeability between different specialized operations within a plant or between plants. In the Maintenance Department s of these industries -- where millwrights, machinists, steamfitters, etc., are employed -- apprentices could, in many instances, be trained.

General Observations Investigation has shown that quite a few companies had some form of apprenticeship training plans of their own in operation which have become non-operative or greatly reduced during the past five or six years. The great majority of firms, however, have no adequate or specific plan for training workers although some claim to employ what they term "apprentices". In effect, however, this has merely meant the engaging of youths for whatever jobs were available and promoting them to higher grades of work as opportunity offers, leaving it entirely to the individual to develop sufficiently to warrant such promotions.

Difficulties Encountered

The whole question of training young workers is highly complex, involving, as it does, many different interests and points of view and, therefore, any general plan should be very broad in its outline.

Conditions vary very widely in different industries. In some there still exists the need for specialized craft skill, while others are divided into a great variety of specialized occupations each requiring a narrow type of skill and progressive or group work. There is necessity to guard against the lowering of craft skill and it is the consensus of opinion that in all cases an adequate period should be fixed for apprenticeship courses. (It is essential that only those be selected for appre ntice ships as have the previous necessary education, physical condition and general adaptability to comply with craft standards fixed by Gover nment regulations for all approved plans).

The danger of training more apprentices or learners than can be absorbed by industry is a real one. The effect of this would be to create an oversupply of competent workers in the labour market which would be equally detrimental both to the apprentice, who had made sacrifice to become skilled and then found no opportunity of exercising that skill, and to the journeyman in the trade concerned, whose wage and living standards would be constantly menaced. Regulations to prevent this are, therefore, very necessary in an apprenticeship plan.

Many industries that demand a high degree of skill are of a seasonal nature, which makes it difficult for employers to commit themselves to providing steady employment for apprentices.

There is also evident a reluctance on the part of Canadian born youth to serve long periods of apprenticeship. The

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opportunity to earn men's wages on specialized operations in certain mass production industries, as against the necessary lower wages paid to an apprentice, is the predominant factor in this situation. This might be offset to some considerable degree by assuring to an apprentice a regular weekly income throughout the entire year.

The demand on the part of Organized Labour for representation on any government body set up to deal with or administer apprenticeship plans causes opposition on the part of some employers to come under such plans because of a feeling that this would subject them to indirect recognition of union control. To offset this it should be made clear that employers not seeking government approval or assistance would be free to continue as at present. Only apprentices under approved plans could, however, be recognized, as to do otherwise would destroy the possibility of preventing overcrowding of a craft or trade and permit of unsuitable and inefficient training being given.

It is necessary to guard against the exploitation of apprentices by their use merely as cheap labour, and any plans which are approved must, therefore, make ample provision for supervision during apprenticeship training periods.

It is necessary that the Minimum Wage Laws of the respective Provinces make provision for exemption of apprentices being trained under bona fide schemes, as otherwise the strict observance of Minimum Wage Laws might prevent the carrying out of such plans.

Advantages of Prompt Action

An apprenticeship or learnership plan should not be regarded as an emergency or stop-gap measure but as a long range programme extending over a period of years. It would not be either possible or desirable immediately to put large masses of unemployed youth to work through the medium of such plans but the advantages of prompt handling of the apprenticeship situation would be:

(1) An employment project would be provided whereby young men and women could be placed at work and given an opportunity to learn a useful trade, thus qualifying them for all available types of employment that may offer in the future. As a result unemployment dangers would be avoided such as would show up in -

Demands for lowering of bars to immigration of skilled workers:

The weakening of the relative competitive position of Canadian industry through infiltration of unskilled workers or abnormal cost increases due to scarcity of skilled labour.

(2) Co-ordination would be provided between practical industrial training and the academic and theoretical training given in technical schools, thus giving an opportunity to such students to secure advancement in industry. A closer relationship between technical schools and the requirements of the various industries throughout the country would also result.

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Basic Principles to be Embodied in Apprenticeship and/or Learnership Plans

It is considered essential that any apprenticeship plan, whether governed by legislative enactment or approved as equal to such plans, should provide that the application of basic principles should be subjects for conference and agreement between employers and workers in the industry concerned -- the Provincial Government Departments concerned in the regulation of labour conditions and administration of education to supervise and participate in such discussions.

The basic principles so evolved should embody provision for:

1. Clear distinction between apprenticeship and learnership plans. (Suggested distinctions are full apprenticeship for skilled workers in industrial trades, specialized services and agricultural pursuits, and shorter learnership training to broaden knowledge of worker, and prevent his being a "one-job" man, in mass production operations.)

2. A definition of age and sex eligibility. (Suggested basis for both sexes from school leaving age to 21 years for apprenticeship; to 35 years for learnership.)

3. Qualifications for Selection. Apprentices only to be accepted whose previous education, physical condition and general adaptability are such as to enable them to qualify for the job to be learned.

4. Fixed period for apprenticeship courses. (Suggested shorter periods suitable to particular industry for learnership.)

5. In case of apprenticeship (but not for learnership), a written indenture between the apprentice, his parent or guardian, and the employers.

6. Compulsory Government registration and supervision of all approved apprenticeship and learnership plans.

7. Maintenance of craft efficiency by fixing of definite schedules and standards of training, with periodic tests and granting of an official diploma on satisfactory completion of the course.

8. Fixed period for class instruction of all apprentices, and obligatory attendance thereat. (Suggested period, 8 weeks in each year for apprentices, and 4 weeks for learners where feasible.)

9. In cases of apprenticeships a definite ratio of apprentices to journeymen, this to be adjusted for the individual trades from time to time to meet changing conditions.

10. A progressive wage scale set in such manner as to provide regular weekly income while attending classes, as well as when engaged in the productive field. Wages for all production time worked to be paid by industry and not from Government funds.

11. Industries desiring to participate in Government aid,

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and having plans which conform to Provincial standards and principles, to be allowed exemption from participation in Government plans, but to be subject to Government supervision in order to ensure that the plans are being carried out in such manner as to fully protect the interests of the apprentice or learner.

12. All apprenticeship and learnership plans to be closely interlocked with vocational education activities carried on by Provincial Authorities.

13. Where feasible Advisory Committees to be established for each trade or occupation.

Nature and Extent of Governmental and Industrial Paritcipation.

1. Dominion Government.

The Federal Government should establish a service to facilitate the training of young workers, this to be under a designated Minister and with a competent director in charge.

The duties of this branch of the service would be to maintain contacts with individual employers, employers' associations, trades unions, boards of trade, education authorities and others who may be concerned in the building up of an apprenticeship system, and through these collect information and data in respect to apprenticeship and training schemes and make same available to any province or recognized group or authority. This would afford technical and professional guidance in regard to the establishing, working or re-organization of apprenticeship plans. The service should undertake publicity aimed to encourage the institution or extension of such plans.

In addition, this service should, from time to time, submit to the Minister any proposals considered necessary to improve the co-ordination of Provincial activities in the youth training field, in respect both to industry and agriculture, and also in respect to such investigations as may be considered essential with reference to the numbers, location and character of available youth (male and female) and the probable future needs of industry in relation to apprenticeship or other training schemes.

The actual administration of all apprenticeship plans should be left to Provincial Governments.

Grants in aid of apprenticeship and youth training schemes should be made for a period of five, and preferably ten, years in accordance with agreements entered into with Provincial Governments in respect to the same.

These contributions should be applicable only for use towards the cost of transportation of apprentices to a technical school, when located away from his home city; the payment of wages or living allowances while attending technical classes; part cost of actual instruction, including cost of materials and necessary equipment.

2. Provincial and/or Municipal Governments.

The Provincial Government should be responsible for the cost of, and the undertaking of, full administration of all apprenticeship plans. Vocational officers should be appointed by the Provincial Authorities to work in close co-operation with technical and other secondary schools.

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Provincial Authorities should undertake revision of curricula of technical and vocational schools to bring these into harmony with the changing needs of industry, and the evolution of a technical equivalent for matriculation.

Local advisory vocational committees should be established, on which both employers and workers should be adequately represented and additionally the Employment Placement Service; educational authorities, and others who may be in a position to give advice on youth training and placement.

Provision should be made for exemption for accredited apprentices from wage schedules of Minimum Wage Laws.

3. Employers and Employee Organizations

Both types of organizations should achieve complete familiarity with the work of technical schools and the Employment Service.

Wherever practicable permission should be given by industries to senior students and teachers to visit factories and become acquainted with the various operations performed therein.

23rd February, 1937.

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Coll - Nat. l Employment Commission 137683

SUMMARY OF NATIONAL EMPLOYMENT COMMISSION REPORT

ON

APPRENTICESHIP AND LEARNERSHIP PLANS

A. EXISTING POSITION

1. Legislative

Apprenticeship Acts are in operation today in British Columbia and Ontario only, affecting in the main building trades, though now being extended to some of the miscellaneous industries. (Operations of these Acts in building trades has, as a result of trade depression, been seriously curtailed, compulsory training classes having been partially abandoned and the levy on industry for cost thereof cancelled.)

2. Industrial - Status of Private Plans

Railways. Excellent plans of their own, governed by their labour agreements.

Building industry. In Ontario and British Columbia only plans are adequate, but the depression has caused deficinecies in operation.

Printing industry. Fairly adequate apprenticeship plans. Revival of interest apparent.

Electrical industry. Fairly adequate apprenticeship plans for the two largest companies. Important for this industry as high degree of skill required.

Metal trades (including steel and automobile). Certain firms have fairly adequate "learnership" plans (for training foremen, etc.), but no adequate apprenticeship plans.

While the majority of industrial firms have no specific apprenticeship plans, a number of the miscellaneous industries (such as garment, boots and shoes, flour milling, pulp and paper, rubber, agricultural implement) have highly specialized operations. Apprenticeship plans are indicated here for maintenance work; "learnership" plans for other operations.

B. DIFFICULTIES ENCOUNTERED

The whole question of training young workers being complex and involving, as it does, many different interests and points of view, any general plan must, of necessity, be very broad in outline. The following are some of the factors:

It is dangerous to have an inadequate period for a fully fledged apprenticeship course. (Training of less duration entails lowering of craft skill.)

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Great differences obtain in the degree of skill required.

There is a danger of training too many apprentices for the jobs available, menacing future opportunity for apprentices and existing standards of journeymen.

Many industrial operations are of a seasonal nature making it difficult for employers to commit themselves to providing steady employment for apprentices.

Youth is reluctant to serve long apprenticeship periods.

There is a demand from labour organizations for representation on any Government body dealing with apprenticeship, probably leading to objections from some employers who maintain open shops that participation in a Government plan indirectly subjects them to union control.

Possible exploitation of apprentices by their use as cheap labour may result.

C. ADVANTAGES OF PROMPT ACTION

The advantages of prompt handling of the apprenticeship situation are that it:

1. Avoids dangers to fuller employment flowing from the expected shortage of skilled men, such as would show up in -

   Demands for lowering of bars to immigration of skilled workers.

   Weakening of the relative competitive position of Canadian industry, through infiltration of unskilled workers, or abnormal cost increases due to scarcity of suitable labour.

2. Provides for:

   Co-ordination between practical industrial training, and academic and theoretical technical school training.

   Closer contact between industry and the technical schools.

   An adequate supply of skilled workers for industry.

   An employment project with "learnership" advantages.

D. BASIC PRINCIPLES TO BE EMBODIED IN APPRENTICESHIP AND/OR LEARNERSHIP PLANS

While basic principles are outlined below, it is considered desirable that details in connection with the application thereof should be covered by conference and agreement between employers and employees of industries concerned - with Provincial supervision of, and participation in, such discussions.

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1. Clear distinction to be made between "apprenticeship" and "learnership" plans. (Suggested distinctions are full apprenticeship training in industrial trades, specialized services or agricultural pursuits; shorter learnership training to broaden skill of worker and prevent his being "one job" man, in mass production operations.)

2. Definition of age and sex eligibility. (Suggested basis for both sexes, from school leaving age to 21 years for apprenticeship; to 35 for learnership.)

3. Qualifications for selection. Limitation of apprentices to those qualified by education, physical condition and adaptability.

4. Fixed period for apprenticeship courses. (Suggested shorter period, suitable to particular industry, for learnership.)

5. For apprenticeship only, a written indenture between apprentice, his parent or guardian, and employer.

6. Compulsory Government registration and supervision of all approved apprenticeship and learnership plans.

7. Maintenance of craft standards by definite schedules and standards of training - with periodic tests and granting of official diplomas.

8. Fixed period for class instruction of all apprentices and obligatory attendance thereat. (Suggested instruction period, eight weeks each year for apprenticeship, four weeks for learnership where feasible.)

9. In the case of apprenticeship definite ratio of apprentices to journeymen. (Periodically fixed according to changing conditions.)

10. Progressive wage scale to provide apprentice with regular income - - wages for all production time to be paid by industry not by Government.

11. Industries desiring to participate in Government aid and having plans conforming to Provincial standards and principles to be allowed exemption subject Government supervision of their plans.

12. Plans to interloack with Provincial vocational education.

13. Use of advisory committees for each trade where feasible.

E. NATURE AND EXTENT OF GOVERNMENTAL AND INDUSTRIAL PARTICIPATION

1. Dominion Government

Establishment of an apprenticeship service under a designated Minister and with a competent director in charge of both apprenticeship and learnership plans. (This division to be responsible for the collection and distribution of all data necessary to build up apprenticeship and learnership plans, the making of same available to those interested, and such publicity as will facilitate the initiation or extension of apprenticeship and learnership plans.)

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Provision of financial grants to apprentices (only under plans to which approval has been given and which are the subject of agreements with the Provinces) to take care of transportation costs where necessary; wages only while in attendance at classes, and part cost of these classes including materials and special equipment, these grants to be made statutory for a period of at least five, and preferably ten, years.

2. Provincial and/or Municipal Governments

Complete administration of plans by the Provinces, with financial costs thereof a Provincial charge.

Appointment of Vocational officers to co-operate with technical and other secondary schools.

To revise curriculum of schools to bring into line with practical requirements of industries.

Establishment of local Advisory Committees composed of interested parties and others specially qualified to deal with apprenticeship matters.

Provision of exemption for accredited apprentices from wage schedules of Minimum Wage Laws.

3. Employers and Employees Organizations

Achievement by both of complete familiarity with work of technical schools and Employment Service.

Permission by industry to senior students and teachers to visit factory operations as far as may be practicable.

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Coll - Fed & Employment Commission 1376877

NATIONAL VOLUNTEER FOREST SERVICE

RE-CONDITIONING PROJECTS.

The Committee recommends as follows:

(1) That a service, to be known as the "National Volunteer Forest Service," be undertaken by the Dominion government in conjunction with the Provincial governments of all provinces except Prince Edward Island. (Appendix A-6.)

(2) The Committee feels it essential to the success of this service that the control rest with the Dominion authorities.

(3) That the nation-wide direction, supervision and inspection of the National Volunteer Forest Service be carried out by the proper Dominion officials. That provincial forest schemes, under this service, be administered by the Provincial Forest Service concerned and the Dominion Forest Experimental Programme be administered by the Dominion officials in the province concerned;

(4) That the number of enrollees proposed for the first year's programme be 6,000, as the Committee feels that the best results would obtain in the matter of organization on this basis and that the experience gained in the first year would thus permit of more rapid expansion on a sound basis in succeeding years;

(5) That, upon the general acceptance of the scheme by the National Employment Commission, and the Minister, the Commission authorize the Youth Employment Committee forthwith to call the representatives of the Provincial Forest Branches of each of the eight participating provinces, together with the District Foresters in charge of Federal Forest Experimental Stations, to a conference to be held in Ottawa for a thorough discussion and arrangement of details of programmes under this service.

(6) That, pending agreement, between the Federal and Provincial Governments, on the details of participation in the National Volunteer Forest Service general scheme, (Appendix A-6), some 200 enrollees be selected immediately for training at four Federal Forest Experimental Stations, so that the necessary nucleus of straw bosses and leaders may be ready trained for the opening of the programme in the spring of 1937.

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YOUTH EMPLOYMENT COMMITTEE

TRAINING AND RE-CONDITIONING PLAN NO. I.

TYPE - FORESTS

NATIONAL VOLUNTEER FOREST SERVICE

A Four Year Plan, 1937-1940.

PART I. (a)

OBJECTS.

1. To provide those young unemployed men, who are between the ages of eighteen and twenty five, inclusive, with an opportunity, voluntarily, to re-condition themselves in body and morale by serving in a nation-wide scheme of forest conservation and protection;

2. To initiate, encourage and carry out a National Forest Policy devised to conserve and restore our forest resources.

PRINCIPLES.

1. A high standard of achievement, both in regard to quantity and quality of work shall be established at the outset. Public attention should be drawn to these achievements;

2. The wages to be paid shall not be higher than those prevailing for inexperienced men in the forest industries of the province or locality where the Service is in operation;

3. All applications for enrolment must be voluntary. The period of enrolment may not exceed six months in any one year. At the time of enrolment, the applicant shall bind himself to observe the regulations of the Service;

4. The personnel shall be chosen strictly on a basis of need and personal qualifications of a pre-determined standard. (See Regulations under Part Ib.)

5. Local projects of the service must be limited to the ability of the Forest Service concerned to adequately plan and direct. The Forest Service concerned in any locality shall be solely responsible for the carrying out of the Service;

6. Adequate insurance against accidents on the job shall be provided by means of the Workmen's Compensation Act of the province or locality;

7. Adequate training facilities and recreation activities for the building of morale shall be provided. Particular attention should be given to a placement service;

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8. Wherever possible, the units of enrollees shall not exceed a strength of twenty-five;

9. There shall be no suggestion of relief in any of the phases of this service, and no free issues of any kind shall be given to any enrollee;

10. Contact shall be made by the proper officials through the Social Service Council of Canada or any other proper authority so that facilities for the spiritual guidance of enrollees may be given by the various denominations so requested.

PART I (b)

REGULATIONS. - ENROLMENT.

(1) Applications, which shall in all cases be voluntary, may be received from young unemployed men in the age group, 18 to 25, inclusive who can qualify in that:

(a) He is normally a resident in the district in which application is made;

(b) He has been unemployed for any nine of the preceding twelve months and is a member of a family in necessitous circumstances;

(c) He can pass a test of physical fitness;

(d) He has reached the last grade in Elementary school.

When the applicant complies with these three qualifications and has signed the Application Form (herewith) he may be enrolled. Any expenses incurred in transporting him from the enrolment point to his station shall be defrayed from the general budget of this Service and shall not be charged against him personally.

Clothing bonus of $10.00.

SERVICE PERIOD.

The service period shall, as nearly as possible, run from the first of April to the thirtieth of September, inclusive. The first month of service shall be probationary during or at the end of which the term of enrolment may be ended on either side without prejudice. Thereafter, the enrollee undertakes to carry out the balance of the term (subject to circumstances outside his control) unless he shall obtain other employment or be dismissed.

WAGES.

(1) Wages shall be:

$1.75 per day, for enrollees, and
$1.90 per day, for Straw Bosses

Board shall be 75¢ per day and shall include charges for the use of blankets and transportation. Board shall be charged every day but wages shall only be paid for days worked. Where excessively bad weather conditions are experienced, the foreman may, in his discretion allow work to be made up on holidays;

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(2) Not less than 70% of the wages due at the end of each month shall be held back by the paying authority and shall be paid by any of the three following methods at the option of the enrollee:

(1) Monthly to a dependent or relative named by the enrollee;

(2) In a lump sum to the enrollee himself at the conclusion of his service period;

(3) In six monthly instalments, to the enrollee himself, payable on the first day of each of the six months following after the conclusion of the service period.

HOURS OF WORK.

In no case shall the hours worked be in excess of those allowed by Provincial regulations for similar class of work.

WORK.

The type of work shall be divided generally in the following four categories;

1. FOREST DEVELOPMENT AND PROTECTION:
   (a) Forest, road and trail crews;
   (b) Fire suppression crews;
   (c) Cattle, sheep and range improvement crews;
   (d) Slash hazard disposal crews;
   (e) Forest ranger assistants.

2. Silviculture:
   (a) Silviculture;
   (b) Development and improvement of reserves;
   (c) Production of nursery stock for planting in 1939;
   (d) Clearing of land suitable for nursery sites and transplanting beds for 1938;
   (e) Stand improvement (thinning existing second growth stands, etc.)

3. Planting:

   B.C.
   (Basis per 1,000 men programme - 2,500 acres per year.)

   1937. - Seed beds to produce 2,500,000 seedlings for planting in Spring of 1939. (Labour under "Silviculture" above)
   1938. - Clearing land, seed and transplanting-bed work as in 1937; Additional field crews preparing areas for planting in 1939;

   1939 & Subsequent Years - Same as 1938, with additional crews planting from March 1st to April 30th or as local conditions may vary.

4. Recreation and Demonstration:

   Establishing and developing improved forest recreation centres.

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NATIONAL VOLUNTEER FOREST SERVICE.

Recreation and leisure time equipment:

Each unit of 25 enrollees shall be equipped with the follcwing:-

Sports and Games

Outdoor:

1 Set horseshoes

1 Set heavy boxing gloves

1 Leather punching bag

3 Softball bats

3 Softballs

1 Set tenni-quoits

Indoor:

3 Sets of checkers

1 Set of crokinole

Reading and Study

1. A set of elementaryvocational manuals dealing with the following subjects should be supplied:-

1. Agriculture
2. Automobile Repairing
3. Automotive Electricity
4. Carpentry
5. Concrete Construction
6. Cooking
7. Conservation of Natural Resources
8. Forestry
9. House-Wiring
10. Elementary Masonry and Bricklaying
11. Mechanical Drawings
12. Photography
13. Radio Serving
14. Trail Conservation
15. Plane Surveying

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2. (a) A shelf of not less than fifty books of good readable fiction to include not less than one good modern author on economics;

(b) Two subscriptions to Canadian magazines of topical events.

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NATIONAL VOLUNTEER FOREST SERVICE

Application Form.

Name of Applicant: Age:

Address: Height:

City of: Weight:

Province of: Married or single:

Name and address of next of kin: Religion:

Education:

Previous employment service:

Name and address of last employer:

Date and nature of work done:

Are you familiar with any trade or occupation?

Any physical weakness or disability?·

Is family self-supporting?:

I hereby agree to abide by the rules and regulations of the N.V.F.S., and I hereby authorize it to make the following disposition of the balance of my monthly wages:-

1. Monthly to: (relative or dependent);
2. To me at conclusion of service period;
3. In six monthly instalments, payable on the first day of each of the six months following conclusion of service period.

_____
Applicant.

Note: In case of applicants below 21 years old, a parent's certificate, authorizing the applicant to volunteer, must be annexed to this Application.

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Date of enrolment:

Date of leaving:

Reasons for leaving:

Work comments:

Placement:

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PART 11

PRECIS OF DETAILED PLANS SUBMITTED BY THE CHIEF FORESTERS OF THE PROVINCES OF BRITISH COLUMBIA, ALBERTA, SASKATCHEWAN, MANITOBA, ONTARIO, QUEBEC, NEW BRUNSWICK AND AN ESTIMATE FOR NOVA SCOTIA, TOGETHER WITH THOSE SUBMITTED BY THE DOMINION FOREST EXPERIMENTAL STATIONS.

1. BRITISH COLUMBIA. (1000 enrollees, totalling with technical personnel 1116)

DIVISIONS (a) Forest Development and Protection;
(b) Silviculture;
(c) Planting;
(d) Recreation and Demonstration;
(e) Headquarters.

AREAS (Not specified)

COSTS

	Men	Cost
Enrollees	1,000	$315,000.00
Bonus		10,000.00
Strawbosses		3,555.00
Foremen	50	31,140.00
Cooks	54	27,590.00
Technical Foresters	13	25,800.00
Travel		18,850.00
Materials, Equipment and Miscellaneous		106,000.00
(EST.)TOTAL COST	1,117	$ 537,935.00

Under above divisions:--	Men	Cost
(a) Forest Development Protection	695	$327,100
(b) Silviculture	286	133,165
(c) Planting (labour under b)		
(d) Recreation and Demonstration	134	63,270
(e) Headquarters	2	14,400
	1,117	$537,935

2. ALBERTA. (500 enrollees totalling with technical personnel 558) (DIVISIONS AS IN 1.).

AREAS (a) Crowsnest--Bow River Forest.
(b) Cypress Hills Forest.
(c) Clearwater Forest.
(d) Brazeau Forest.
(e) Slave Lake District.
(f) Grande Prairie District.

(ESTIMATED) TOTAL COST $234,080

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3. SASKATCHEWAN. (500 enrollees, totalling with technical personnel 559) (DIVISIONS as in 1.)

AREAS
(a) Cypress Hills Forest and Park.
(b) Moose Mountain Forest and Park.
(c) Duck Mountain Forest and Park (Madge Lake)
(d) Porcupine--Pasquia Forest.
(e) MacDonald Trail
(f) Torch River and Fishing Lakes Trail.
(g) Fort a la Corne Forest.
(h) Birchbark Lake.
(i) Nisbet Forest.
(j) Stony Lake.
(k) Meadow Lake Forest.
(l) Bronson Lake Forest

(ESTIMATED)TOTAL COST $235,550

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4. MANITOBA. (500 enrollees, totalling with technical personnel 553) (DIVISIONS as in 1.)

(ESTIMATED) TOTAL COST $233,865

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5. ONTARIO. (1000 enrollees totalling with technical personnel 1125) (DIVISION as in 1.)

AREAS
(a) Tweed
(b) Parry Sound
(c) Algonquin
(d) North Bay
(e) Sudbury
(f) Cochrane
(g) Kapuskasing
(h) Sault Ste. Marie
(i) Port Arthur
(j) Sioux Lookout
(k) Kenora
(l) Fort Frances
(m) St. Williams (Norfolk County)
(n) Orono (Durham County)
(o) Midhurst
(p) County forests
(q) Angus (Simcoe County)

(ESTIMATED) TOTAL COST $432,300

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6. QUEBEC. (1000 enrollees totalling with technical personnel, approximately 1,150).

DIVISIONS as in (1)

AREAS
(a) Duchesnay
(b) Belleau Canton near Shawinigan
(c) Rawdon and Chertsey near Montreal
(d) Parke Reserve, Riviere du Loup
(e) Normandin - Lake Saint John Area
(f) Kenogami near Chicoutimi
(g) Berthier

(ESTIMATED) TOTAL COST $480,000

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7. NEW BRUNSWICK (500 enrollees totalling with technical personnel 556)

DIVISIONS as in (1)

AREAS
(a) Restigouche County
(b) St. Quentin
(c) Gloucester County
(d) Northumberland County
(e) Kent
(f) Westmorland
(g) Albert
(h) Saint John
(i) King's
(j) Charlotte
(k) Queen's
(l) Sunbury
(m) York
(n) Carleton
(o) Victoria
(p) Madawaska

(ESTIMATED) TOTAL COST $223,500

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8. NOVA SCOTIA. (500 enrollees totalling with technical personnel 550)

(1) DIVISIONS as in (1)
(2) AREAS (not detailed)

(ESTIMATED) TOTAL COST $240,000

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9. FEDERAL FOREST EXPERIMENTAL STATION PROGRAMME.

(There are Experimental Stations in Alberta, Manitoba, Ontario, Quebec and New Brunswick).

(500 enrollees totalling with technical personel 550)

(1) DIVISIONS as in (1)
(2) AREAS (Local Stations and Experimental Areas)

(ESTIMATED) TOTAL COST $244,590

		MEN	
TOTALS	BRITISH COLUMBIA	1,000	$ 537,935.00
	ALBERTA	500	$ 234,080.00
	SASKATCHEWAN	500	$ 235,550.00
	MANITOBA	500	$ 233,865.00
	ONTARIO	1,000	$ 432,300.00
	QUEBEC	1,000	$ 480,000.00
	NEW BRUNSWICK	500	$ 223,500.00
	NOVA SCOTIA	500	$ 240,000.00
	5 FEDERAL STATIONS	500	$ 244,590.00
		6,000	$2,861,820.00

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PROPOSED NATIONAL VOLUNTEER FORESTRY SERVICE

SUMMARY OF ESTIMATES FOR A SIX MONTHS' PROGRAMME, 1937

Province	Enrollees		Strawboss	Clothing	Board	Cooks		Foremen		Foresters		Transportation of Personnel	Team Hire		Staff		Equipment & Supplies	Totals	
	No.	Wages	Allowance	Allowance	Allowance	No.	Cost	No.	Cost	No.	Cost		Teamsters	Cost of Teams & Teamsters	No.	Cost		No.	Cost
		$	$	$	$		$		$		$	$		$		$	$		$
British Columbia	1,000	150,000	1,800	10,000	135,000	40	19,200	40	31,200	7	7,100	17,500	40	38,400	2	1,920	62,500	1,129	474,620
Alberta	500	75,000	900	5,000	67,500	20	9,600	20	15,600	4	5,000	10,000	20	19,200	2	1,920	25,000	566	234,720
Saskatchewan	500	75,000	900	5,000	67,500	20	9,600	20	15,600	4	5,000	10,000	20	15,600	2	1,920	25,000	566	231,120
Manitoba	500	75,000	900	5,000	67,500	20	9,600	20	15,600	4	5,000	10,000	20	15,600	2	1,920	25,000	566	231,120
Ontario	1,000	150,000	1,800	10,000	135,000	40	19,200	40	26,400	7	7,100	17,500	40	31,200	2	1,920	37,500	1,129	437,620
Quebec	1,000	150,000	1,800	10,000	135,000	40	18,000	40	24,000	7	7,100	17,500	40	26,400	2	1,920	37,500	1,129	429,220
New Brunswick	500	75,000	900	5,000	67,500	20	9,000	20	12,000	4	5,000	10,000	20	13,200	2	1,920	25,000	566	224,520
Nova Scotia	500	75,000	900	5,000	67,500	20	9,000	20	12,000	4	5,000	10,000	20	13,200	2	1,920	35,000	566	234,520
Federal Forest Experiment Stations	500	75,000	900	5,000	67,500	20	9,900	20	13,980	9	10,800	9,500	11	4,500	11	8,210	29,000	571	234,290
Headquarters Staff										3	7,200	5,000						3	12,200
Grand Total	6,000	900,000	10,800	60,000	810,000	240	113,100	240	166,380	53	64,300	117,000	231	177,300	27	23,570	301,500	6,791	2,743,950

NOTE: The above summary is based on a uniform calculation for a unit of 25 enrollees. Each unit is provided with one cook, one foreman, one teamster with team and wagon, wages for which are at prevailing rates, also two strawbosses at an extra cost of 15¢ per day each

Enrollees are paid $1.00 per day - 8 hours per day - 25 working days, and board allowance 75¢ a day - 30 days

Clothing allowance - $10 per enrollee for personal equipment.

Staff means Clerical staff in provinces and on Federal Stations besides clerical includes tractor operators. Clerical staff required, for 8 months in provinces and 7 months on Federal Forest Experiment Stations.

Equipment and supplies includes camp equipment and accommodation and tools, over and above what Dominion and Provincial Services can supply, also board for cook and staff, materials for construction, and supplies of oil and gas and transport equipment maintenance.

Foresters are provided 3 to every 500 enrollees in provinces and 1 senior forester for each province, all to be employed for 8 months.

Three senior foresters are provided for Ottawa headquarters to assist in the supervision and control of the whole scheme for the Dominion.

No provision is made for the necessary clerical and accounting staff at Ottawa Headquarters.

A. 6. 11

C 137699

PART 111

SOME OBSERVATIONS ON ECONOMIC RETURNS AND VALUES.

(1) FOREST PROTECTION.

Tables are appended hereto showing the losses sustained from forest fires in Canada for (a) the year 1935, and, (b) the 10-year period, 1926/35, inclusive.

A review of the last six-year period shows that some progress has been made in fire protection in Canada. During 1929 and 1930 the various protection services were not handicapped by the financial restrictions which later ensued. In fact, the year 1930 reached a high point in the development of fire-protection organization in this country, witnessing an extension of forest improvements and additions of staff and equipment to areas formerly lacking these facilities of organized protection. From 1931 on, these gains were turned into losses. The economic depression brought in its wake curtailed expenditures and reduction in protection staffs below minimum requirements for normal fire years. All this occurred in years of critical fire danger. Such advances as were noted in the period under consideration were confined entirely to organization for the detection and suppression of fires starting. The most important phase of fire protection, namely, forest fire prevention, was largely neglected. In these circumstances the forest authorities view with concern the fire situation in Canada as it exists to-day.

By far the largest percentage of the budget of the National Volunteer Forest Service is for forest protection.

(2) SILVICULTURE AND REFORESTATION.

Of the former it can be said that the urgent demand for silviculture by the forest industry, which has been extant for some years, will be met to a very large extent by this proposed silvicultural programme.

Regarding reforestation, it can be said that valuable accessible cut-over areas will benefit through these operations.

(3) FOREST RECREATION FACILITIES.

The demands for recreation facilities in the forests are increasing yearly and, although this represents a small portion of the work to be undertaken, it will go a long way to meet the public demands and, at the same time, prove of considerable benefit to fire control.

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FOREST FIRE LOSS SUMMARY - YEAR 1935 - FOR CANADA

Province	Total No. Fires	Total Area Burned Acres	Merch. Timber Area Acres	Amount Merchantable Timber M.F.B.M.	Amount Merchantable Timber Cords	Estimated Stumpage Value $	Young Growth Area Acres	Value of Young Growth $	Cut Over Area Burned Acres	Value of Timber and Young Growth Lost in Cut over $	Value of Other Property $	Non-Forested Area Acres	Cost of Actual Fire Fighting $	Total Loss Including Fire Fighting $
Nova Scotia	415	23,314	1,059	2,500	.....	5,870	5,916	5,916	1,510	5,071	12,574	15,029	23,555	52,986
New Brunswick	363	151,353	30,360	13,077	141,081	180,731	43,447	39,121	73,901	73,901	119,018	13,645	58,802	451,873
Quebec	1,277	286,935	50,700	25,350	253,500	380,250	32,935	65,870	176,954	176,954	....	26,346	212,751	836,825
Ontario	1,309	250,662	84,149	28,818	269,706	654,668	59,560	119,160	....	....	....	106,933	179,508	953,336
Manitoba	143	30,537	2,889	416	22,489	7,171	12,209	12,694	222	222	650	13,277	6,391	27,128
Saskatchewan	166	48,115	8,447	804	74,383	12,590	19,834	15,514	5,670	5,670	1,620	14,164	8,170	45,564
Alberta	97	6,319	1,239	1,673	6,626	4,062	1,254	1,170	198	198	535	3,628	1,133	7,096
British Columbia	1,111	47,871	1,778	26,113	.....	12,735	11,109	55,664	....	....	221,144	34,984	24,678	314,221
Indian Lands	24	2,260	575	220	5,225	2,324	996	1,992	709	709	....	....	2,085	7,108
National Parks	37	5,104	1,456	....	14,560	14,560	3,501	7,002	....	....	....	147	9,395	30,957
Dominion Forest Experiment Stations	13	3,693	....	....	....	....	1,159	2,320	....	....	....	2,534	277	2,597
TOTALS	4,955	856,183	172,592	98,971	785,558	1,254,961	191,940	326,423	258,964	262,725	355,541	232,687	526,745	2,726,413

SUMMARY OF FOREST FIRES BY CAUSES AND PROVINCES FOR YEAR 1935

Cause	N.S.	N.B.	Quebec	Ontario	Manitoba	Sask.	Alberta	B.C.	Indian Lands	National Parks	D.F.E.S.	Total	%
Camp Fires	86	25	61	342	36	42	41	217	8	8	7	875	18
Smokers	51	108	197	298	19	7	9	289	4	3	..	985	20
Lightning	..	17	17	101	13	2	1	173	2	5	..	331	7
Settlers	32	86	622	166	28	66	8	127	5	..	1	1,143	23
Unknown	121	45	230	93	7	21	2	15	3	5	5	547	11
Incendiary	59	11	19	166	28	15	22	72	2	4	..	400	8
Miscellaneous Known	31	35	109	31	..	7	2	97	..	12	..	324	6
Railways	33	32	5	36	7	2	10	65	..	..	..	192	4
Industrial Operations	2	3	15	30	3	4	1	45	..	..	..	123	2
Public Works	..	1	2	20	..	..	1	11	..	..	..	35	1
TOTAL	415	363	1,277	1,309	143	166	97	1,111	24	37	13	4,955	100

N.B.
These figures do not include the regular charges for operating the forest protection services, they do not include the losses entailed in the partial or total cessation of forest industry in the districts where losses were suffered, nor do they include the inevitable potential loss in wages and production values occasioned by these fires.

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STATEMENT OF FOREST FIRE LOSSES IN CANADA, 1926-1935 INCLUSIVE

Year	Total No. Fires	Total Area Burned Acres	Merchantable Timber Area Acres	Amount of Merchantable Timber M.F.B.M.	Amount of Merchantable Timber cords	Estimated Stumpage Value $	Young Growth Area Acres	Value of Young Growth $	Cut-over area burned Acres	Value of Timber and Young Growth lost in cut-over $	Value of Other Property $	Non-Forested Area Acres	Cost of Actual Fire Fighting $	Total Loss including Fire Fighting $
1926	5,690	1,824,015	575,732	649,253	3,396,720	4,208,456	525,796	1,244,266	240,507	181,000	967,335	481,980	866,286	7,467,343
1927	3,605	471,878	114,708	73,160	1,397,241	831,492	137,124	193,481	35,875	36,449	91,670	184,171	242,963	1,396,055
1928	4,261	1,345,371	217,451	48,617	631,885	417,883	374,155	508,419	59,631	49,995	147,288	694,134	205,365	1,328,950
1929	6,685	6,029,665	663,574	508,715	2,005,386	2,379,582	1,092,442	2,004,759	720,910	285,569	301,499	3,552,739	1,239,345	6,210,754
1930	6,805	2,670,249	746,129	663,315	1,988,109	4,452,390	577,982	1,456,134	427,286	275,579	506,777	918,852	1,135,907	7,826,787
5 yr. aver. 1926-1930	5,409	2,468,236	463,519	388,612	1,883,868	2,457,961	541,500	1,081,412	296,842	165,718	402,914	1,666,375	737,973	4,845,978
1931	6,954	2,093,869	394,818	230,347	1,104,049	1,715,182	590,227	1,217,538	535,406	220,366	363,516	573,418	931,518	4,448,120
1932	6,295	2,463,608	708,085	549,872	2,619,453	5,056,983	586,141	1,209,063	772,625	615,605	264,769	396,757	683,650	7,830,070
1933	6,298	1,008,557	204,405	255,383	650,317	1,199,305	220,620	454,648	331,614	187,303	162,075	251,918	509,939	2,513,270
1934	5,911	1,475,117	321,414	900,002	863,554	1,756,701	242,101	573,469	562,446	246,031	149,923	349,156	827,451	3,553,575
1935	4,955	856,183	172,592	98,971	785,552	1,254,981	191,940	326,423	258,964	262,725	355,541	232,687	526,743	2,726,413
5 yr. aver. 1931-1935	6,082	1,579,467	360,263	406,915	1,204,585	2,196,630	366,206	756,228	492,211	306,406	259,165	360,787	695,860	4,214,290
Grand Total 1926-1935	57,459	20,238,512	4,118,908	3,977,635	15,442,266	23,272,955	4,538,528	9,188,200	3,945,264	2,360,622	3,310,393	7,635,812	7,169,167	45,301,337
10 yr. aver. 1926-1935	5,746	2,023,851	411,891	397,763	1,544,227	2,327,295	453,853	918,820	394,526	236,062	331,039	763,581	716,917	4,530,134

STATEMENT OF FIRES BY CAUSES FOR 10 YEAR PERIOD 1926-1935, IN CANADA

Cause	Year 1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	Total	Per Cent	Average Annual Number of fires by Causes 1926-1935
Camp-fires	999	669	814	1,332	1,256	1,540	1,302	1,202	1,111	875	11,100	19	1,110
Smokers	513	369	500	856	762	937	809	893	971	985	7,595	13	760
Settlers	763	532	728	769	966	1,095	1,385	1,265	946	1,143	9,592	17	960
Railways	1,129	574	752	1,011	731	624	354	312	255	192	5,934	10	593
Lightning	823	716	485	1,167	1,482	880	651	940	957	331	8,432	14	843
Industrial Operations	247	129	170	206	160	134	91	139	198	123	1,597	3	160
Incendiary	167	95	230	387	521	673	746	511	349	400	4,079	8	408
Public Works	60	54	35	80	98	97	73	11	104	35	647	1	64
Miscellaneous Known	260	130	227	240	276	367	243	300	365	324	2,732	5	273
Unknown	729	337	320	637	553	607	641	725	655	547	5,751	10	575
Total	5,690	3,605	4,261	6,685	6,805	6,954	6,295	6,298	5,911	4,955	57,459	100	5,746

N.B. These figures do not include the regular charges for operating the forest protection services, they do not include the losses entailed in the partial or total cessation of forest industry in the districts where losses were suffered, nor do they include the inevitable potential loss in wages and production values occasioned by these fires.

C137702

PART IV

Estimated cost of training 200 enrollees on four Federal Forest Experiment Stations for 4 months, from December 1, 1936, to March 31, 1937.

The attached statement indicates the estimated cost for training 200 enrollees for 4 months, by experiment stations, as follows:

Valcartier in Quebec,
Acadia, in New Brunswick;
Petawawa, in Ontario;
Duck Mountain, in Manitoba;
Kananaskis, in Alberta.

In connection with this estimate, it might be pointed out that the wages shown for cooks, cookees, foremen, teamsters with teams, are based on the prevailing rates in each of the Provinces concerned, these rates having been set by the federal Department of Labour. The total costs for each station vary in accordance with the facilities and personnel at each. For instance, at Acadia no tractor equipment is available, while each of the others have from one to two of these machines. It is absolutely essential for winter operations that the main roads at each station be kept ploughed out during the winter months to permit of the transportation of supplies and materials and also to facilitate rapid transport by means of automobiles and trucks from the Headquarters where these training centres will be established to various points throughout the experimental areas where work and training will be carried on. Also, it might be pointed out that the use of such equipment dispenses with a large amount of team hire and maintenance for the same, to say nothing of speeding up travel. Up till this year these roads have been kept cleared for automobile traffic by the National Defence Department who administered unemployment relief at these various stations from 1933 on. While we have tractors at three of the stations, no road ploughs are available, and these will have to be purchased at a price of approximately $1500 each.

For the above reasons, some $11,000 of the item "Materials, Supplies and Equipment" is provided for truck and snowplow equipment. The balance of this item, that is, Materials and Supplies, is taken up with renovating the buildings to be occupied, the purchase of certain materials required in that connection, and for supplies such as gas and oil, and repairs to motor equipment. There is also included in this item a small amount to cover board for subsistence on the project which is not taken care of in the rate of pay prescribed. From the rate of $47.50 per month for enrollees there will be deducted 75 cents a day for board and in a camp of fifty men or more, no additional allowance is made, except for previous classes of labour mentioned, and in one case, feed for teams on the Duck Mountain where two teams are now available which belong to this Service.

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Some stations are better supplied with personnel than others. The Acadia station is less favourably situated in this respect than the other three. The total estimated cost of taking care of 230 men, which includes the 200 enrollees, is estimated at $81,340. In addition to that figure, an amount of $2,865 is estimated for the supervision of training at the various stations, which involves travel and supervision from the Ottawa office by the various forest officers whom it will be necessary to send in connection with specialized training. The total estimated requirements then for the training of 200 enrollees, together with the necessary staff, supervision, and equipment is estimated at $84,205 for a period of 4 months, viz., from December 1, 1936, to March 31, 1937.

These men will receive the combined office and field demonstrations of the various phases of forestry work, and it is also anticipated that a great deal of valuable work in the way of thinnings, road and boundary right-of-way cuttings and such other work as can be done in winter will be carried out.

It might be added that any tractor equipment purchased at this time can be used for future operations and will result in a deduction from the costs of future operations of this kind.

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Coll- Nat'l Employment Commission
C 137704

NATIONAL VOLUNTEER FOREST SERVICE

RE-CONDITIONING PROJECTS.

The Committee recommends as follows:

(1) That a service, to be known as the "National Volunteer Forest Service," be undertaken by the Dominion government in conjunction with the Provincial governments of all provinces except Prince Edward Island. (Appendix A-6.)

(2) The Committee feels it essential to the success of this service that the control rest with the Dominion authorities.

(3) That the nation-wide direction, supervision and inspection of the National Volunteer Forest Service be carried out by the proper Dominion officials. That provincial forest schemes, under this service, be administered by the Provincial Forest Service concerned and the Dominion Forest Experimental Programme be administered by the Dominion officials in the province concerned;

(4) That the number of enrollees proposed for the first year's programme be 6,000, as the Committee feels that the best results would obtain in the matter of organization on this basis and that the experience gained in the first year would thus permit of more rapid expansion on a sound basis in succeeding years;

(5) That, upon the general acceptance of the scheme by the National Employment Commission, and the Minister, the Commission authorize the Youth Employment Committee forthwith to call the representatives of the Provincial Forest Branches of each of the eight participating provinces, together with the District Foresters in charge of Federal Forest Experimental Stations, to a conference to be held in Ottawa for a thorough discussion and arrangement of details of programmes under this service.

(6) That, pending agreement, between the Federal and Provincial Governments, on the details of participation in the National Volunteer Forest Service general scheme, (Appendix A-6), some 200 enrollees be selected immediately for training at four Federal Forest Experimental Stations, so that the necessary nucleus of straw bosses and leaders may be ready trained for the opening of the programme in the spring of 1937.

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C 137705

YOUTH EMPLOYMENT COMMITTEE

TRAINING AND RE-CONDITIONING PLAN NO. I.

TYPE - FORESTS

NATIONAL VOLUNTEER FOREST SERVICE

A Four Year Plan, 1937-1940.

PART I. (a)

OBJECTS.

1. To provide ~~those~~ young unemployed men, ~~who are between the ages of eighteen and twenty five,~~ inclusive, with an opportunity, voluntarily, to re-condition themselves in body and morale by serving in a nation-wide scheme of forest conservation and protection;

2. To initiate, encourage and carry out a National Forest Policy devised to conserve and restore our forest resources.

PRINCIPLES.

1. A high standard of achievement, both in regard to quantity and quality of work shall be established at the outset. Public attention should be drawn to these achievements;

2. The wages to be paid shall not be higher than those prevailing for inexperienced men in the forest industries of the province or locality where the Service is in operation;

3. All applications for enrolment must be voluntary. The period of enrolment may not exceed six months in any one year. At the time of enrolment, the applicant shall bind himself to observe the regulations of the Service;

4. The personnel shall be chosen strictly on a basis of need and personal qualifications of a pre-determined standard. (See Regulations under Part Ib.)

5. Local projects of the service must be limited to the ability of the Forest Service concerned to adequately plan and direct. The Forest Service concerned in any locality shall be solely responsible for the carrying out of the Service;

6. Adequate insurance against accidents on the job shall be provided by means of the Workmen's Compensation Act of the province or locality;

7. Adequate training facilities and recreation activities for the building of morale shall be provided. Particular attention should be given to a placement service;

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8. Wherever possible, the units of enrollees shall not exceed a strength of twenty-five;

9. There shall be no suggestion of relief in any of the phases of this service, and no free issues of any kind shall be given to any enrollee;

10. Contact shall be made by the proper officials through the Social Service Council of Canada or any other proper authority so that facilities for the spiritual guidance of enrollees may be given by the various denominations so requested.

PART I (b)

REGULATIONS. - ENROLMENT.

(1) Applications, which shall in all cases be voluntary, may be received from young unemployed men in the age group, 18 to 25, inclusive who can qualify in that:

(a) He is normally a resident in the district in which application is made;

(b) He has been unemployed for any nine of the preceding twelve months and is a member of a family in necessitous circumstances;

(c) He can pass a test of physical fitness;

(d) He has reached the last grade in Elementary school.

When the applicant complies with these three qualifications and has signed the Application Form (herewith) he may be enrolled. Any expenses incurred in transporting him from the enrolment point to his station shall be defrayed from the general budget of this Service and shall not be charged against him personally.

Clothing bonus of $10.00.

SERVICE PERIOD.

The service period shall, as nearly as possible, run from the first of April to the thirtieth of September, inclusive. The first month of service shall be probationary during or at the end of which the term of enrolment may be ended on either side without prejudice. Thereafter, the enrollee undertakes to carry out the balance of the term (subject to circumstances outside his control) unless he shall obtain other employment or be dismissed.

WAGES.

(1) Wages shall be:

$1.75 per day, for enrollees, and
$1.90 per day, for Straw Bosses

Board shall be 75¢ per day and shall include charges for the use of blankets and transportation. Board shall be charged every day but wages shall only be paid for days worked. Where excessively bad weather conditions are experienced, the foreman may, in his discretion allow work to be made up on holidays;

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(2) Not less than 70% of the wages due at the end of each month shall be held back by the paying authority and shall be paid by any of the three following methods at the option of the enrollee:

(1) Monthly to a dependent or relative named by the enrollee;

(2) In a lump sum to the enrollee himself at the conclusion of his service period;

(3) In six monthly instalments, to the enrollee himself, payable on the first day of each of the six months following after the conclusion of the service period.

HOURS OF WORK.

In no case shall the hours worked be in excess of those allowed by Provincial regulations for similar class of work.

WORK.

The type of work shall be divided generally in the following four categories;

1. FOREST DEVELOPMENT AND PROTECTION:
   (a) Forest, road and trail crews;
   (b) Fire suppression crews;
   (c) Cattle, sheep and range improvement crews;
   (d) Slash hazard disposal crews;
   (e) Forest ranger assistants.

2. Silviculture:
   (a) Silviculture;
   (b) Development and improvement of reserves;
   (c) Production of nursery stock for planting in 1939;
   (d) Clearing of land suitable for nursery sites and transplanting beds for 1938;
   (e) Stand improvement (thinning existing second growth stands, etc.)

3. Planting:

   B.C.
   (Basis per 1,000 men programme - 2,500 acres per year.)

   1937. - Seed beds to produce 2,500,000 seedlings for planting in Spring of 1939. (Labour under "Silviculture" above)
   1938. - Clearing land, seed and transplanting-bed work as in 1937; Additional field crews preparing areas for planting in 1939;

   1939 & Subsequent Years - Same as 1938, with additional crews planting from March 1st to April 30th or as local conditions may vary.

4. Recreation and Demonstration:

   Establishing and developing improved forest recreation centres.

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NATIONAL VOLUNTEER FOREST SERVICE.

Recreation and leisure time equipment:

Each unit of 25 enrollees shall be equipped with the following:-

Sports and Games

Outdoor:

1 Set horseshoes

1 Set heavy boxing gloves

1 Leather punching bag

3 Softball bats

3 Softballs

1 Set teani-quoits

Indoor:

3 Sets of checkers

1 Set of crokinole

Reading and Study

1. A set of elementaryvocational manuals dealing with the following subjects should be supplied:-

1. Agriculture
2. Automobile Repairing
3. Automotive Electricity
4. Carpentry
5. Concrete Construction
6. Cooking
7. Conservation of Natural Resources
8. Forestry
9. House-Wiring
10. Elementary Masonry and Bricklaying
11. Mechanical Drawings
12. Photography
13. Radio Serving
14. Trail Conservation
15. Plane Surveying

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2. (a) A shelf of not less than fifty books of good readable fiction to include not less than one good modern author on economics;

(b) Two subscriptions to Canadian magazines of topical events.

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NATIONAL VOLUNTEER FOREST SERVICE

Application Form.

Name of Applicant: Age:

Address: Height:

City of: Weight:

Province of: Married or single:

Name and address of next of kin: Religion:

Education:

Previous employment service:

Name and address of last employer:

Date and nature of work done:

Are you familiar with any trade or occupation?

Any physical weakness or disability?·

Is family self-supporting?:

I hereby agree to abide by the rules and regulations of the N.V.F.S., and I hereby authorize it to make the following disposition of the balance of my monthly wages:-

1. Monthly to: (relative or dependent);
2. To me at conclusion of service period;
3. In six monthly instalments, payable on the first day of each of the six months following conclusion of service period.

_____
Applicant.

Note: In case of applicants below 21 years old, a parent's certificate, authorizing the applicant to volunteer, must be annexed to this Application.

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Date of enrolment:

Date of leaving:

Reasons for leaving:

Work comments:

Placement:

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C 137712

PART 11

PRECIS OF DETAILED PLANS SUBMITTED BY THE CHIEF FORESTERS OF THE PROVINCES OF BRITISH COLUMBIA, ALBERTA, SASKATCHEWAN, MANITOBA, ONTARIO, QUEBEC, NEW BRUNSWICK AND AN ESTIMATE FOR NOVA SCOTIA, TOGETHER WITH THOSE SUBMITTED BY THE DOMINION FOREST EXPERIMENTAL STATIONS.

1. BRITISH COLUMBIA. (1000 enrollees, totalling with technical personnel 1118)

DIVISIONS (a) Forest Development and Protection;
(b) Silviculture;
(c) Planting;
(d) Recreation and Demonstration;
(e) Headquarters.

AREAS (Not specified)

COSTS

	Men	Cost
Enrollees	1,000	$315,000.00
Bonus		10,000.00
Strawbosses		3,555.00
Foremen	50	31,140.00
Cooks	54	27,590.00
Technical Foresters	13	25,800.00
Travel		18,850.00
Materials, Equipment and Miscellaneous		106,000.00
(EST.)TOTAL COST	1,117	$ 537,935.00

Under above divisions:--	Men	Cost
(a) Forest Development Protection	695	$327,100
(b) Silviculture	286	133,165
(c) Planting (labour under b)		
(d) Recreation and Demonstration	134	63,270
(e) Headquarters	2	14,400
	1,117	$537,935

2. ALBERTA. (500 enrollees totalling with technical personnel 558) (DIVISIONS AS IN 1.).

AREAS (a) Crowsnest--Bow River Forest.
(b) Cypress Hills Forest.
(c) Clearwater Forest.
(d) Brazeau Forest.
(e) Slave Lake District.
(f) Grande Prairie District.

(ESTIMATED) TOTAL COST $234,080

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3. SASKATCHEWAN. (500 enrollees, totalling with technical personnel 559) (DIVISIONS as in 1.)

AREAS
(a) Cypress Hills Forest and Park.
(b) Moose Mountain Forest and Park.
(c) Duck Mountain Forest and Park (Madge Lake)
(d) Porcupine--Pasquia Forest.
(e) MacDonald Trail
(f) Torch River and Fishing Lakes Trail.
(g) Fort a la Corne Forest.
(h) Birchbark Lake.
(i) Nisbet Forest.
(j) Stony Lake.
(k) Meadow Lake Forest.
(l) Bronson Lake Forest

(ESTIMATED)TOTAL COST $235,550

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4. MANITOBA. (500 enrollees, totalling with technical personnel 553) (DIVISIONS as in 1.)

(ESTIMATED) TOTAL COST $233,865

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5. ONTARIO. (1000 enrollees totalling with technical personnel 1125) (DIVISION as in 1.)

AREAS
(a) Tweed
(b) Parry Sound
(c) Algonquin
(d) North Bay
(e) Sudbury
(f) Cochrane
(g) Kapuskasing
(h) Sault Ste. Marie
(i) Port Arthur
(j) Sioux Lookout
(k) Kenora
(l) Fort Frances
(m) St. Williams (Norfolk County)
(n) Orono (Durham County)
(o) Midhurst
(p) County forests
(q) Angus (Simcoe County)

(ESTIMATED) TOTAL COST $432,300

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6. QUEBEC. (1000 enrollees totalling with technical personnel, approximately 1,150).

DIVISIONS as in (1)

AREAS
(a) Duchesnay
(b) Belleau Canton near Shawinigan
(c) Rawdon and Chertsey near Montreal
(d) Parke Reserve, Riviere du Loup
(e) Normandin - Lake Saint John Area
(f) Kenogami near Chicoutimi
(g) Berthier

(ESTIMATED) TOTAL COST $480,000

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7. NEW BRUNSWICK (500 enrollees totalling with technical personnel 556)

DIVISIONS as in (1)

AREAS
(a) Restigouche County
(b) St. Quentin
(c) Gloucester County
(d) Northumberland County
(e) Kent
(f) Westmorland
(g) Albert
(h) Saint John
(i) King's
(j) Charlotte
(k) Queen's
(l) Sunbury
(m) York
(n) Carleton
(o) Victoria
(p) Madawaska

(ESTIMATED) TOTAL COST $223,500

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8. NOVA SCOTIA. (500 enrollees totalling with technical personnel 550)

(1) DIVISIONS as in (1)
(2) AREAS (not detailed)

(ESTIMATED) TOTAL COST $240,000

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9. FEDERAL FOREST EXPERIMENTAL STATION PROGRAMME.

(There are Experimental Stations in Alberta, Manitoba, Ontario, Quebec and New Brunswick).

(500 enrollees totalling with technical personel 550)

(1) DIVISIONS as in (1)
(2) AREAS (Local Stations and Experimental Areas)

(ESTIMATED) TOTAL COST $244,590

		MEN	
TOTALS	BRITISH COLUMBIA	1,000	$ 537,935.00
	ALBERTA	500	$ 234,080.00
	SASKATCHEWAN	500	$ 235,550.00
	MANITOBA	500	$ 233,865.00
	ONTARIO	1,000	$ 432,300.00
	QUEBEC	1,000	$ 480,000.00
	NEW BRUNSWICK	500	$ 223,500.00
	NOVA SCOTIA	500	$ 240,000.00
	5 FEDERAL STATIONS	500	$ 244,590.00
		6,000	$2,861,820.00

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C 137715

PROPOSED NATIONAL VOLUNTEER FORESTRY SERVICE

SUMMARY OF ESTIMATES FOR A SIX MONTHS' PROGRAMME, 1937

Province	Enrollees		Strawboss	Clothing	Board	Cooks		Foremen		Foresters		Transportation of Personnel	Team Hire		Staff		Equipment & Supplies	Totals	
	No.	Wages	Allowance	Allowance	Allowance	No.	Cost	No.	Cost	No.	Cost		Teamsters	Cost of Teams & Teamsters	No.	Cost		No.	Cost
		$	$	$	$		$		$		$	$		$		$	$		$
British Columbia	1,000	150,000	1,800	10,000	135,000	40	19,200	40	31,200	7	7,100	17,500	40	38,400	2	1,920	62,500	1,129	474,620
Alberta	500	75,000	900	5,000	67,500	20	9,600	20	15,600	4	5,000	10,000	20	19,200	2	1,920	25,000	566	234,720
Saskatchewan	500	75,000	900	5,000	67,500	20	9,600	20	15,600	4	5,000	10,000	20	15,600	2	1,920	25,000	566	231,120
Manitoba	500	75,000	900	5,000	67,500	20	9,600	20	15,600	4	5,000	10,000	20	15,600	2	1,920	25,000	566	231,120
Ontario	1,000	150,000	1,800	10,000	135,000	40	19,200	40	26,400	7	7,100	17,500	40	31,200	2	1,920	37,500	1,129	437,620
Quebec	1,000	150,000	1,800	10,000	135,000	40	18,000	40	24,000	7	7,100	17,500	40	26,400	2	1,920	37,500	1,129	429,220
New Brunswick	500	75,000	900	5,000	67,500	20	9,000	20	12,000	4	5,000	10,000	20	13,200	2	1,920	25,000	566	224,520
Nova Scotia	500	75,000	900	5,000	67,500	20	9,000	20	12,000	4	5,000	10,000	20	13,200	2	1,920	35,000	566	234,520
Federal Forest Experiment Stations	500	75,000	900	5,000	67,500	20	9,900	20	13,980	9	10,800	9,500	11	4,500	11	8,210	29,000	571	234,290
Headquarters Staff										3	7,200	5,000						3	12,200
Grand Total	6,000	900,000	10,800	60,000	810,000	240	113,100	240	166,380	53	64,300	117,000	231	177,300	27	23,570	301,500	6,791	2,743,950

NOTE: The above summary is based on a uniform calculation for a unit of 25 enrollees. Each unit is provided with one cook, one foreman, one teamster with team and wagon, wages for which are at prevailing rates, also two strawbosses at an extra cost of 15¢ per day each

Enrollees are paid $1.00 per day - 8 hours per day - 25 working days, and board allowance 75¢ a day - 30 days

Clothing allowance - $10 per enrollee for personal equipment.

Staff means Clerical staff in provinces and on Federal Stations besides clerical includes tractor operators. Clerical staff required, for 8 months in provinces and 7 months on Federal Forest Experiment Stations.

Equipment and supplies includes camp equipment and accommodation and tools, over and above what Dominion and Provincial Services can supply, also board for cook and staff, materials for construction, and supplies of oil and gas and transport equipment maintenance.

Foresters are provided 3 to every 500 enrollees in provinces and 1 senior forester for each province, all to be employed for 8 months.

Three senior foresters are provided for Ottawa headquarters to assist in t e supervision and control of the whole scheme for the Dominion.

No provision is made for the necessary clerical and accounting staff at Ottawa Headquarters.

PART 111

SOME OBSERVATIONS ON ECONOMIC RETURNS AND VALUES.

(1) FOREST PROTECTION.

Tables are appended hereto showing the losses sustained from forest fires in Canada for (a) the year 1935, and, (b) the 10-year period, 1926/35, inclusive.

A review of the last six-year period shows that some progress has been made in fire protection in Canada. During 1929 and 1930 the various protection services were not handicapped by the financial restrictions which later ensued. In fact, the year 1930 reached a high point in the development of fire-protection organization in this country, witnessing an extension of forest improvements and additions of staff and equipment to areas formerly lacking these facilities of organized protection. From 1931 on, these gains were turned into losses. The economic depression brought in its wake curtailed expenditures and reduction in protection staffs below minimum requirements for normal fire years. All this occurred in years of critical fire danger. Such advances as were noted in the period under consideration were confined entirely to organization for the detection and suppression of fires starting. The most important phase of fire protection, namely, forest fire prevention, was largely neglected. In these circumstances the forest authorities view with concern the fire situation in Canada as it exists to-day.

By far the largest percentage of the budget of the National Volunteer Forest Service is for forest protection.

(2) SILVICULTURE AND REFORESTATION.

Of the former it can be said that the urgent demand for silviculture by the forest industry, which has been extant for some years, will be met to a very large extent by this proposed silvicultural programme.

Regarding reforestation, it can be said that valuable accessible cut-over areas will benefit through these operations.

(3) FOREST RECREATION FACILITIES.

The demands for recreation facilities in the forests are increasing yearly and, although this represents a small portion of the work to be undertaken, it will go a long way to meet the public demands and, at the same time, prove of considerable benefit to fire control.

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FOREST FIRE LOSS SUMMARY - YEAR 1935 - FOR CANADA

Province	Total No. Fires	Total Area Burned Acres	Merch. Timber Area Acres	Amount Merchantable Timber M.F.B.M.	Amount Merchantable Timber Cords	Estimated Stumpage Value $	Young Growth Area Acres	Value of Young Growth $	Cut Over Area Burned Acres	Value of Timber and Young Growth Lost in Cut over $	Value of Other Property $	Non-Forested Area Acres	Cost of Actual Fire Fighting $	Total Loss Including Fire Fighting $
Nova Scotia	415	23,314	1,059	2,500	.....	5,870	5,916	5,916	1,310	5,071	12,574	15,029	23,355	52,986
New Brunswick	363	151,353	20,360	13,077	141,061	160,731	43,447	39,121	73,901	73,901	119,018	15,645	58,802	451,575
Quebec	1,877	386,935	50,700	25,350	253,500	380,250	32,935	65,870	176,954	176,954	....	26,345	212,751	835,825
Ontario	1,809	250,662	84,149	28,818	269,708	654,686	59,580	119,160	....	....	....	106,933	179,508	953,356
Manitoba	143	30,537	2,829	416	22,489	7,171	12,209	12,694	222	222	550	15,277	6,391	27,128
Saskatchewan	166	48,115	8,447	804	74,585	12,590	19,834	15,514	5,670	5,670	1,620	14,164	8,170	45,564
Alberta	97	6,519	1,239	1,673	6,526	4,062	1,254	1,170	198	198	535	3,628	1,133	7,098
British Columbia	1,111	47,871	1,778	26,113	.....	12,735	11,109	55,664	....	....	221,144	34,984	24,678	314,221
Indian Lands	24	2,280	575	220	3,225	2,324	996	1,992	709	709	....	....	2,083	7,108
National Parks	37	5,104	1,456	....	14,560	14,560	3,501	7,002	....	....	....	147	9,395	30,957
Dominion Forest Experiment Stations	13	5,693	....	....	....	....	1,159	2,320	....	....	....	2,534	277	2,597
TOTALS	4,955	956,183	172,592	98,971	785,552	1,254,981	191,940	326,423	258,964	262,725	355,541	232,687	526,743	2,726,413

SUMMARY OF FOREST FIRES BY CAUSES AND PROVINCES FOR YEAR 1935

Cause	N.S.	N.B.	Quebec	Ontario	Manitoba	Sask.	Alberta	B.C.	Indian Lands	National Parks	D.F.E.S.	Total	%
Camp Fires	86	25	61	342	38	42	41	217	8	8	7	875	18
Smokers	51	108	197	298	19	7	9	289	4	3	..	985	20
Lightning	..	17	17	101	15	2	1	173	2	5	..	331	7
Settlers	32	86	622	168	28	66	8	127	5	..	1	1,143	23
Unknown	121	45	230	93	7	21	2	15	3	5	5	547	11
Incendiary	59	11	19	168	28	15	22	72	2	4	..	400	8
Miscellaneous Known	31	35	109	31	..	7	2	97	..	12	..	324	6
Railways	33	32	5	38	7	2	10	65	..	..	..	192	4
Industrial Operations	2	3	15	50	3	4	1	45	..	..	..	123	2
Public Works	..	1	2	20	..	..	1	11	..	..	..	35	1
TOTAL	415	363	1,877	1,809	143	166	97	1,111	24	37	13	4,955	100

N.B.
These figures do not include the regular charges for operating the forest protection services, they do not include the losses entailed in the partial or total cessation of forest industry in the districts where losses were suffered, nor do they include the inevitable potential loss in wages and production values occasioned by these fires.

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STATEMENT OF FOREST FIRE LOSSES IN CANADA, 1926-1935 INCLUSIVE

Year	Total No. Fires	Total Area Burned Acres	Merchantable Timber Area Acres	Amount of Merchantable Timber M.f.B.M.	Cords	Estimated Stumpage Value $	Young Growth Area Acres	Value of Young Growth $	Cut-over area burned Acres	Value of Timber and Young Growth lost in cut-over $	Value of Other Property $	Non-Forested Area Acres	Cost of Actual Fire Fighting $	Total Loss including Fire Fighting $
1926	5,690	1,824,015	575,732	649,253	3,396,720	4,208,456	525,796	1,244,266	240,507	181,000	967,335	481,980	866,286	7,447,343
1927	3,605	471,878	114,708	73,160	1,397,241	831,492	137,124	193,481	35,875	36,449	91,670	184,171	242,963	1,396,055
1928	4,261	1,345,371	217,451	48,617	631,885	417,883	374,155	508,419	59,631	49,995	147,288	694,134	205,365	1,328,950
1929	6,685	6,029,665	663,574	508,715	2,005,386	2,379,582	1,092,442	2,004,759	720,910	285,569	301,499	3,552,739	1,239,345	6,210,754
1930	6,805	2,670,249	746,129	663,315	1,988,109	4,452,390	577,982	1,456,134	427,286	275,579	506,777	918,852	1,135,907	7,826,787
5 yr. aver. 1926-1930	5,409	2,468,236	463,519	388,612	1,883,868	2,457,961	541,500	1,081,412	296,842	165,718	402,914	1,666,375	737,973	4,845,978
1931	6,954	2,093,869	394,818	230,347	1,104,049	1,715,182	590,227	1,217,538	535,406	220,366	363,516	573,418	931,518	4,448,120
1932	6,295	2,463,608	708,085	549,872	2,619,453	5,056,983	586,141	1,209,063	772,625	615,605	264,769	396,757	683,650	7,830,070
1933	6,298	1,008,557	204,405	255,383	650,317	1,199,305	220,620	454,648	331,614	187,303	162,075	251,918	509,939	2,513,270
1934	5,911	1,475,117	321,414	900,002	863,554	1,756,701	242,101	573,469	562,446	246,031	149,923	349,156	827,451	3,553,575
1935	4,955	856,183	172,592	98,971	785,552	1,254,981	191,940	326,423	258,964	262,725	355,541	232,687	526,743	2,726,413
5 yr. aver. 1931-1935	6,082	1,579,467	360,263	406,915	1,204,585	2,196,630	366,206	756,228	492,211	306,406	259,165	360,787	695,860	4,214,290
Grand Total 1926-1935	57,459	20,238,512	4,118,908	3,977,635	15,442,266	23,272,955	4,538,528	9,188,200	3,945,264	2,360,622	3,310,393	7,635,812	7,169,167	45,301,337
10 yr. aver. 1926-1935	5,746	2,023,851	411,891	397,763	1,544,227	2,327,295	453,853	918,820	394,526	236,062	331,039	763,581	716,917	4,530,134

STATEMENT OF FIRES BY CAUSES FOR 10 YEAR PERIOD 1926-1935, IN CANADA

Cause	Year 1926	1927	1928	1929	1930	1931	1932	1933	1934	1935	Total	Per Cent	Average Annual Number of fires by Causes 1926-1935
Camp-fires	999	669	814	1,332	1,256	1,540	1,302	1,202	1,111	875	11,100	19	1,110
Smokers	513	369	500	856	762	937	809	893	971	985	7,595	13	760
Settlers	763	532	728	769	966	1,095	1,385	1,265	946	1,143	9,592	17	960
Railways	1,129	574	752	1,011	731	624	354	312	255	192	5,934	10	593
Lightning	823	716	485	1,167	1,482	880	651	940	957	331	8,432	14	843
Industrial Operations	247	129	170	206	160	134	91	139	198	123	1,597	3	160
Incendiary	167	95	230	387	521	673	746	511	349	400	4,079	8	408
Public Works	60	54	35	80	98	97	73	11	104	35	647	1	64
Miscellaneous Known	260	130	227	240	276	367	243	300	365	324	2,732	5	273
Unknown	729	337	320	637	553	607	641	725	655	547	5,751	10	575
Total	5,690	3,605	4,261	6,685	6,805	6,954	6,295	6,298	5,911	4,955	57,459	100	5,746

N.B. These figures do not include the regular charges for operating the forest protection services, they do not include the losses entailed in the partial or total cessation of forest industry in the districts where losses were suffered, nor do they include the inevitable potential loss in wages and production values occasioned by these fires.

C 137719

PART IV

Estimated cost of training 200 enrollees on four Federal Forest Experiment Stations for 4 months, from December 1, 1936, to March 31, 1937.

The attached statement indicates the estimated cost for training 200 enrollees for 4 months, by experiment stations, as follows:

Valcartier in Quebec,
Acadia, in New Brunswick;
Petawawa, in Ontario;
Duck Mountain, in Manitoba;
Kananaskis, in Alberta.

In connection with this estimate, it might be pointed out that the wages shown for cooks, cookees, foremen, teamsters with teams, are based on the prevailing rates in each of the Provinces concerned, these rates having been set by the federal Department of Labour. The total costs for each station vary in accordance with the facilities and personnel at each. For instance, at Acadia no tractor equipment is available, while each of the others have from one to two of these machines. It is absolutely essential for winter operations that the main roads at each station be kept ploughed out during the winter months to permit of the transportation of supplies and materials and also to facilitate rapid transport by means of automobiles and trucks from the Headquarters where these training centres will be established to various points throughout the experimental areas where work and training will be carried on. Also, it might be pointed out that the use of such equipment dispenses with a large amount of team hire and maintenance for the same, to say nothing of speeding up travel. Up till this year these roads have been kept cleared for automobile traffic by the National Defence Department who administered unemployment relief at these various stations from 1933 on. While we have tractors at three of the stations, no road ploughs are available, and these will have to be purchased at a price of approximately $1500 each.

For the above reasons, some $11,000 of the item "Materials, Supplies and Equipment" is provided for truck and snowplow equipment. The balance of this item, that is, Materials and Supplies, is taken up with renovating the buildings to be occupied, the purchase of certain materials required in that connection, and for supplies such as gas and oil, and repairs to motor equipment. There is also included in this item a small amount to cover board for subsistence on the project which is not taken care of in the rate of pay prescribed. From the rate of $47.50 per month for enrollees there will be deducted 75 cents a day for board and in a camp of fifty men or more, no additional allowance is made, except for previous classes of labour mentioned, and in one case, feed for teams on the Duck Mountain where two teams are now available which belong to this Service.

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C 137720

Some stations are better supplied with personnel than others. The Acadia station is less favourably situated in this respect than the other three. The total estimated cost of taking care of 230 men, which includes the 200 enrollees, is estimated at $81,340. In addition to that figure, an amount of $2,865 is estimated for the supervision of training at the various stations, which involves travel and supervision from the Ottawa office by the various forest officers whom it will be necessary to send in connection with specialized training. The total estimated requirements then for the training of 200 enrollees, together with the necessary staff, supervision, and equipment is estimated at $84,205 for a period of 4 months, viz., from December 1, 1936, to March 31, 1937.

These men will receive the combined office and field demonstrations of the various phases of forestry work, and it is also anticipated that a great deal of valuable work in the way of thinnings, road and boundary right-of-way cuttings and such other work as can be done in winter will be carried out.

It might be added that any tractor equipment purchased at this time can be used for future operations and will result in a deduction from the costs of future operations of this kind.

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C 137721

NATIONAL VOLUNTEER FOREST SERVICE

Estimated Cost of Training 200 Enrollees on four Federal Forest Experiment Stations for 4 months, December 1st, 1936, to April 1, 1937.

Forest Experiment Station	Acadia, N. B.		Petawawa, Ont.		Duck Mt., Man.		Kananaskis, Alta.		Total	
	No.	Cost	No.	Cost	No.	Cost	No.	Cost	No.	Cost
# Enrollees, @ $47.50 per month (wages & board)	50	9,500	50	9,500	50	9,500	50	9,500	200	38,000
Equipment allowance @ $10		500		500		500		500		2,000
Cooks	1	300	1	340	1	340	1	360	4	1,340
Cookees	1	140	1	160	1	160	1	180	4	640
Foremen	2	800	1	440	2	1,040	2	1,640	7	3,320
Clerks	1	400	1	400	1	400	1	400	4	1,600
Assistant Clerks	1	300	1	300	1	300	1	300	4	1,200
Teamsters and teams	3	1,320	2	1,040	-	-	2	1,280	7	3,640
Materials, Equipment and Supplies		8,000		5,800		5,000		4,800		23,600
Travel		1,000		1,000		1,000		1,000		4,000
Medical Attention		500		500		500		500		2,000
TOTAL	59	$22,760	57	$19,980	56	$18,740	58	$19,860	230	$81,340
										2,865
								GRAND TOTAL		$84,205

Headquarters Staff - Travel, Supervision, in connection with training

This item is based on Wages at $1.00 per day for 25 days per month $25.00
and Board @ 75ø per day for 30 days per month 22.50
$47.50

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C 137722

NATIONAL VOLUNTEER FOREST SERVICE

Estimated Cost of Training 200 Enrollees on four Federal Forest Experiment Stations for 4½ months. November 15, 1936 to April 1,1937.

Forest Experiment Station. -	Acadia, N.B.		Petawawa, Ont.		Duck Mt. Man.		Kananaskis, Alta.		Total.	
	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.	No.	Cost.
Enrollees, @ $52.50 per month	50	11,815	50	11,815	50	11,815	50	11,815	200	$ 47,260
Equipment allowance @ $10 a month		500		500		500		500		2,000
Cooks	1	340	1	385	1	385	1	450	4	1,560
Cookee	1	160	1	180	1	180	1	205	4	725
Foremen	2	900	1	495	2	1,170	2	1,170	7	3,735
Clerk	1	450	1	450	1	450	1	450	4	1,800
Assistant Clerk	1	340	1	340	1	340	1	340	4	1,360
Teamsters and Teams	3	1,485	2	1,170	-	-	2	1,440	7	4,095
Materials, Equipment & Supplies		8,000		5,800		5,000		4,800		23,600
Travel		1,000		1,000		1,000		1,000		4,000
Medical Attention		500		500		500		500		2,000
TOTAL	59	25,490	57	22,635	56	21,340	58	22,670	230	92,135

Headquarters Staff - Travel, Supervision, in connection with training 2,865

GRAND TOTAL. $ 95,000

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OFFICE OF THE
CHAIRMAN

C137723

NATIONAL
EMPLOYMENT COMMISSION

CONFIDENTIAL

Ottawa
21st July 1937

The Honourable Norman McL. Rogers, P.C., M.P.
Minister of Labour
O t t a w a

Sir,

As Chairman of the National Employment Commission, I have the honour to transmit an interim report, unanimously approved by the Commission on the 15th of July, outlining its activities during a period of thirteen months, from the date of its inception to the 30th of June 1937.

The report is divided into two parts, the first dealing with the Commission's powers, studies and recommendations, the second with its personnel, organization, expenses, etc., and containing a summary of its recommendations.

Yours faithfully,

(Sgd) ARTHUR B. PURVIS.

Chairman.

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C 137724

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NATIONAL EMPLOYMENT COMMISSION

INTERIM REPORT

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NATIONAL EMPLOYMENT COMMISSION

INTERIM REPORT.

Report

Under the National Employment Commission Act 1936, the National Employment Commission was appointed by Order in Council on May 13, 1936. The duties assigned to it - all of them advisory except where otherwise decided upon by the Minister of Labour - fall into five main categories:-

I. Securing data in order to determine the nature and extent of the problem;

II. Formulation of recommendations regarding practical measures for increasing employment;

III. Formulation of recommendations regarding practical measures for ensuring efficiency and economy in the administration of Aid;

IV. Formulation of recommendations for the setting up of machinery to carry out Commission policies approved by the Government;

V. Formulation of long-range plans of national development for the purpose of ameliorating the effects of future depressions.

Machinery was also set up under the Act to ensure special consideration of the problems involved in so far as they apply to women and to youth, and additionally the Commission was required to co-operate with the Veterans' Assistance Commission.

It is intended in this interim report (which covers Commission activities during approximately the first year of its practical existence, i.e., to June 30, 1937,) to summarize progress made in connection with the first four sections of the duties outlined above, and to indicate the direction, from the National Employment Commission viewpoint, which policies should take

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at this time. Long-range policies to be dealt with under Section V will be left for a report to be formulated later.

It should be noted first that in deciding upon the general direction of its investigations, the National Employment Commission accepted a certain background for its considerations. Its attack will be better appreciated if this background be kept in mind.

The economic depression which started in 1929-1930, like all depressions, involved a sharp decline in national income, associated with idle means of production - whether of equipment or, more important, of labour. It expressed itself initially, in so far as Canada was concerned, in extraordinary contractions of:-

Exports of merchandise;
Imports of capital; and
Imports of merchandise.

Various stages usual to depressions (of which this, because of the dislocation resulting from a world-wide war and from mistaken post war policies, was the worst of recent times as regards both severity and length) had been passed before the National Employment Commission came into being. In fact, the stage was in considerable measure already set for recovery since:-

Stocks of consumers' goods and raw materials had fallen to normal, or were well on the way to becoming normal;

Community savings had again accumulated and capital was beginning to press for investment;

Banking policy had resulted in low interest rates;

Abandonment of the gold standard had put the Canadian dollar on a more or less comparable basis with that of its competitors in the production of goods for export;

An increase in the price of gold and the discovery of new gold mining areas was proving a stimulus almost equivalent to that provided by an entirely new industry;

An accumulation of obsolescence in plant and equipment was becoming increasingly evident.

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One of the main effects of these readjustments had been the achievement of important progress in the realignment of prices for primary and secondary products by the more desirable course of increase in prices for the former, and the resultant rise in values of exports from Canada was already tending to enlarge the national income and to encourage fresh importations of capital.

Added to this there was every indication of a continuance of cheap money, coupled with the introduction of measures looking towards greater freedom of trade - the latter a particularly important factor at this stage.

It was recognized by the National Employment Commission that further recovery would be largely dependent upon the degree to which:-

(a) Additional investment of private capital could be stimulated, whether to take up accumulated obsolescence in plant or equipment of old industries or to make ventures in fresh fields, and

(b) Additional stimulation could be given to public consumption.

It was also recognized that in the achievement of these objectives it would be desirable to ensure as large a measure as possible of Governmental co-operation with industry in order to avoid any further postponement of necessary investment, and to direct efforts towards bringing costs for secondary products into line with the selling prices which could be obtained for export products.

Against this background, we proceed to chronicle the work and recommendations of the National Employment Commission.

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C137728

I. SECURING DATA IN ORDER TO DETERMINE THE NATURE AND EXTENT OF THE PROBLEM.

Recognizing the very complex nature of the problem involved, the Commission's efforts under this section of its work have been predicated upon the demonstrated necessity of reversing the tendencies of recent years by breaking the problem down into all its component parts: this in order that remedial or alleviatory measures can be undertaken appropriate to each particular type of distress in question. Considerable difficulties have been met in this phase of the work, easy to understand when it is borne in mind that in the relief registration alone the co-operation of officials in all the Provinces and in over 1,800 local administrative units has been required. Much valuable data is now however becoming available, and it should gradually be possible to achieve a satisfactory running record of the facts underlying the situation, which record will become increasingly accurate as time goes on. In this connection it must be borne in mind that even in improved times it will be necessary to maintain a reliable record of all types of distressed persons to the assistance of whom the Dominion, the Provinces and the Municipalities contribute, if overlapping is to be avoided and the unintentional demoralization of individuals minimized.

A. Registration of Those on Relief.

The national registration and classification of persons on relief to whose support the Dominion contributed, which the Commission was required to carry out under the provisions of the Act, was inaugurated for September, 1936. Returns available bring out the following picture as at March 1937, the latest month for which an accurate breakdown of the statistics is as yet available:

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C 137729

Employable Persons in Receipt of Material Aid.

These totalled in March, 1937, slightly under 260,000 men and women for the whole Dominion, made up of heads of families and their employable dependents over 16 years of age, and individual persons. (Two-thirds of these were in Cities with a population of 25,000 and over). Based on preliminary Provincial telegraphic reports to the Dominion Commissioner of Unemployment Relief of the total number (including non-workers) receiving Aid to which the Dominion contributed, the equivalent figure for June, 1937, is estimated at something below 200,000.

This is the essence of the current employment problem, in so far as those in receipt of Relief are concerned, in that it gives the outside figure of those on Relief who are really in the labour market, and, to the extent that this group is placed, the problem of their non-working dependents automatically disappears. Even here, however, certain deductions are necessary.

First: It must be borne in mind that this group includes not only those who previously were employed as wage-earners, but also those who were working "on their own" in such occupations as fishing; hunting; trapping; shop-keeping; etc., most of whom are naturally not available for employment in the sense of wage-earning because of geographical location, lack of appropriate work-experience, etc.

Second: There is reason to believe that an important number of persons of doubtful employability, (for reasons of physical, mental or social handicap), is still included in these totals, especially in the large urban centres. As registration records become more precise the situation in this respect will become clearer.

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C 137730

Farm Resident Operators and Their Dependents in Receipt of Agricultural Aid.

These totalled in March, 1937, just under 70,000 heads of families and individual cases, who with their dependents represented (at 331,000) approximately 28% of all those receiving so-called "Unemployment Relief" to which the Dominion contributed at that date. These relief recipients are in no ordinary sense of the word "unemployed", but were in the position of awaiting the return of normal crop and crop selling price conditions. Bearing in mind the still further extent to which the 1937 Prairie drought conditions will affect this situation, (the registration indicates that even in March, 1937, 72.9% of those receiving agricultural Aid were in the Prairie Provinces and over two-thirds of this 72.9% were in the recognized drought districts), it becomes increasingly evident that the problem here is one of subsistence allowances pending normal crop conditions, and/or re-settlement, - this as distinct from re-employment. As rehabilitation measures to meet these conditions are now handled by the Department of Agriculture, it is evident that those in this section should be dealt with on a different basis and eliminated from unemployment records, since the problem of aiding them has no direct bearing on the problem of re-employment. The separation of the two problems would bring about a better understanding of the underlying facts and therefore accelerate measures for taking care of the kinds of distress which are actually involved.

Unemployables or Persons of Doubtful Employability and Non-Working Dependents in Receipt of Material Aid.

In March, 1937, unemployables and those of doubtful employability were reported as numbering 58,261 and non-worker type dependents 560,402, making a further total of 618,663 not

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ADDRESS ALL OFFICIAL COMMUNICATIONS
TO THE SECRETARY

C 137731

NATIONAL EMPLOYMENT COMMISSION

Ottawa, July 28, 1937.

H. R. L. Henry, Esq.,
Private Secretary to the Prime Minister,
Centre Block,
O T T A W A.

Dear Sir:

Will you please insert the attached slip at the end of subsection A on page 7 of the National Employment Commission Interim Report, previously sent in duplicate to the Right Honourable the Prime Minister.

Yours very truly,

H. Spencer Relph, Sec'y.

JUL 29 1937

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MEMORANDUM

Office of the Prime Minister

C 137732

Ottawa, July 29, 1937.

Mr. Turnbull:

I have put one copy of this insert, in the fyle copy of the National Employment Commission Interim Report. I understand you have the other copy.

M.G.R.

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C137733

Veterans in Receipt of Aid

At the suggestion of the Veterans' Assistance Commission information was asked for on the registration form in respect to heads of families and individuals who had had war service, and further information as to the number of these in receipt of pensions. The data so secured was subsequently transmitted to that Commission.

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C 137734

available for employment in any ordinary sense of the word.

It will be seen, therefore, that out of a grand total of 1,203,902 persons of all ages receiving Aid to which the Dominion contributed in March, 1937, 260,000 was an outside figure for those, properly speaking, in the labour market. And while no comparable figures of those actually in the labour market are as yet available from the National Employment Commission registration for the months subsequent to March, 1937, out of the preliminary grand total estimate of 932,000 receiving Aid to which the Dominion contributed, as furnished by the Dominion Commissioner of Unemployment Relief for June, 1937, it is anticipated that later returns, when information available permits of accurate analysis, will show the equivalent June figure to be below 200,000.

The grand total preliminary estimate for June, 1937, at 932,000 compared with the final figure for June, 1936, at 1,071,000, and with a depression peak in April, 1933, of 1,572,000.

Arrangements are being made for a continued national registration of Aid recipients to take place in September, 1937, and advantage is being taken of the experience gained from the September, 1936, registration to make improvements in the breakdown achieved.

B. Employers' Questionnaire

In order to obtain a basis for co-operative measures with industry in the handling of employment problems, the National Employment Commission, with the assistance of the Dominion Bureau of Statistics, obtained from individual employers in the group used by the Bureau to compile its monthly employment index (covering, it is estimated, around half of all wage-earners), answers to a questionnaire covering the following main subjects:-

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Veterans in Receipt of Aid C 137735

At the suggestion of the Veterans' Assistance Commission information was asked for on the registration form in respect to heads of families and individuals who had had war service, and further information as to the number of these in receipt of pensions. The data so secured was subsequently transmitted to that Commission.

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Employment comparisons in relation to those obtaining in 1929 and 1933, and the causes of such changes:

The degree of seasonality in employment;

Present practices in regard to weekly working schedules and their relation to schedules in force in 1929;

Hiring practices, with particular reference to prescribed maximum age of entry and retirement age; methods of hiring, especially as regards use of the Provincial Employment Services; apprenticeship systems, etc;

The extent to which employee relations plans have been adopted, e.g., sick leave with pay; holidays with pay; pension plans; housing assistance; group insurance; stock subscription plans; savings plans, etc;

Amounts spent on plant modernization since 1929 and present requirements therefor.

Tables carrying information under these heads have now been almost completed and will provide an excellent background for employer contacts.

The value of the information obtained is so evident that it is proposed to conduct a similar canvass of the same group of employers again this autumn in order to give comparative returns and to clear up certain phases of employment conditions which were not obtainable from the answers to the original questionnaire.

C. Taxation.

The Commission realized that taxation policy of necessity has a considerable bearing on employment conditions, and that, for instance, some consideration might well be given to utilizing taxation incidence as a means of accelerating the rate at which obsolescence, acknowledged as already existent to an important degree in the national productive plant and equipment, is met by renovation and re-building. With such thoughts in mind the Commission was successful, through private financial co-operation, in securing the opportunity of utilizing in due course an objective analysis of taxation conditions which is being prepared by an independent body.

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The study will be available in the near future. Pending examination of the results thereof no definite recommendations have been made by the Commission other than to call to the attention of the Government the economies that might be achieved in relief expenditures by any remission of taxation which would tend to make it pay industry to catch up on the backlog of necessary renovation work.

It is realized also that the study will probably throw light on the extent to which taxation practices now in force are tending to hold back the normal functioning of real estate activities in the country's economy.

D. Other Studies.

The co-operation of the Provinces and their Municipalities in securing breakdowns of estimated costs for the different kinds of Aid, Assistance and Relief afforded; of the Canadian Welfare Council in securing a compilation of relative schedules used as standards for relief in communities and areas covering approximately 80% of those in receipt of Aid throughout the Dominion; the Dominion Bureau of Statistics and other Government Departments, as also of labour and employer organizations, in collecting much other useful data, was obtained.

II. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR INCREASING EMPLOYMENT.

A great many proposals were filed with the National Employment Commission calling for Government entry into the production field and/or the bonusing of private industry. Recognizing that employment was on the up-grade and realizing the necessity of avoiding action which would tend to check the natural improvement in process by putting an unnecessary drain on the country's financial resources, the National Employment Commission's policy has been opposed to such proposals.

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However, examination showed that there were two fields in particular in which prompt action was most desirable:-

1. In the construction industry where employment was still at an abnormally low level and where the recovery was lagging badly all over the country in relation to that experienced in other industries;

2. In agriculture where, owing to low prices in previous years for farm products, and also to drought conditions, many farmers had for some time found themselves unable to continue to employ winter help. While on the other hand, large bodies of unemployed homeless persons were crowding into the Cities (particularly in the Western Provinces) and proving fruitful ground for destructive and demoralizing propaganda.

A. Plans to Meet Immediate Needs.

Home Improvement Plan.
Farm Improvement and Employment Plan.

The National Employment Commission decided these conditions justified some departure from its general policy and as a result recommended to the Government a Home Improvement Plan to meet the first, and a Farm Improvement and Employment Plan to meet the second, situation. The principle behind the first plan was a limited Government guarantee to lending institutions where small loans for home repair and improvement work were made under terms laid down by the Government. The principle behind the second plan was a grant during the winter months of a small monthly bonus to farmers to help in the boarding of employees, and the payment to suitable persons desiring to work on such farms of a small monthly wage, about equivalent to that prevailing in the area in question for winter work, which payment, added to what was received in the form of board and lodging, permitted of reasonable living conditions in home surroundings.

In the case of the Home Improvement Plan a model was provided by a similar plan successfully applied in the United States some two years previously, and this was adapted to Canadian conditions. In the case of the Farm Improvement and Employment Plan some experience had been obtained as a result of similar farm placement plans in previous years, and an extended measure was developed,

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with such changes in terms as that experience denoted would be wise.

Through the co-operation of the banks, and of industry in providing a large promotion campaign fund, the Home Improvement Plan was launched by the National Employment Commission in the autumn of 1936 with approval of the Government, and prior to the enactment of the Home Improvement Loan Guarantee Act 1937. In this effort the Commission has been greatly assisted by groups of community-minded citizens who have voluntarily given their services to act on local, district and Provincial committees throughout the Dominion: these committees having been formed to spread special knowledge of the plan and assist prospective borrowers in obtaining loans. Up to June 30th, 1937, 18,103 loans for a total value of $6,843,098.95 had been granted, but, much more important, these loans and the publicity attending the plan had stimulated a very much larger body of expenditures by those who had resources available or could obtain bank loans without their coming under the Dominion Government guarantee, with the result that employment of building trades workers has been greatly stimulated. This is illustrated by the fact that unemployment in trade unions in the building trades fell from 40.5% in June, 1936, to 26.4% in June, 1937. It has been difficult to obtain statistics of the extent of dollar expenditures made other than by guaranteed loans, but, based on the United States experience and on Canadian indications, the probability is that about four dollars has been spent for each dollar of guaranteed loans. In some Cities it is understood the ratio has been as high as seven dollars to one. Additionally, a much needed renovation of the homes of the people of Canada is being achieved, and a stimulation to employment in the industries manufacturing and distributing building supplies, furnishings, etc., is being provided.

It is anticipated from United States experience, and from the Canadian experience so far available, that the cost to the Government of the guarantee afforded will be, relatively speaking, negligible:

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this applies equally to expenses of administration, in that the more expensive promotion work is being carried out by funds supplied by industry.

As a result of a series of conferences with Provincial authorities, whose co-operation was in general most helpful, agreements were entered into under the Farm Improvement and Employment Plan with the Provinces of Alberta, British Columbia, Manitoba, New Brunswick, Prince Edward Island, Quebec and Saskatchewan, and the plan was launched in time to bring excellent results during the winter months. Placements rose to a total of 46,961 (consisting of 8,355 women and 38,606 men) during the early months of the year, as against a maximum total under previous placement plans of about 16,000.

Discussions with Provincial authorities in connection with the Farm Improvement and Employment Plan having shown that in some Provinces farm work proved an unsuitable medium for achieving the object in mind, the Dominion Government accepted the further recommendation of the National Employment Commission that Supplementary Plans should be worked out with these Provinces covering forest clearing, tourist road work, etc., i.e., work in connection with primary industries (the tourist industry being classed as a primary industry for this purpose). Under these Supplementary Plans, a total of some 6,800 persons were placed on projects at or about the prevailing rates of pay for similar work in the localities in question.

In the cases of the Farm Improvement and Employment Plan and of the Supplementary Plans worked out in connection with this policy, the Dominion and the Provinces co-operated financially on a basis of equal contribution to expenses other than those of administration, the cost of the latter resting with the Provinces.

A preliminary estimate of the total cost to the Dominion Government in connection with the Farm Improvement and Employment Plan and Supplementary Plans is approximately $3,000,000.

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B. Other Housing Plans.

The Commission recognized the desirability of a rounding out of Governmental housing policy, particularly as regards accommodation for those unable themselves to afford an economic rent - often associated with slum clearance. Action in this field was considered necessary both from the viewpoint of eliminating a social sore all too prevalent, especially in the larger Cities, and because of its effect in stimulating employment in the construction field. This employment stimulus the Commission considered would be felt directly and also indirectly through the impetus that would be given to the Home Improvement Plan and to the Dominion Housing Act. (The Dominion Housing Act in practice has supplied the needs of those able to own their own homes and legislation already existed in regard thereto prior to the Commission's formation.)

After making a study of methods used to meet the low rental housing problem in other countries, the Commission recommended an experimental plan based on co-operation of the Dominion, the Provinces and the Municipalities involved. The plan provided for assistance to housing corporations, whether of a private or public nature, subject to Governmental restrictions on the type of accommodation provided; to proper zoning provisions, and to the setting up of a rent reduction fund in order to ensure that rents could be adjusted to the abilities of tenants to pay without endangering the financial soundness of the corporations or offering unfair competition to private enterprise. The Dominion and, to a certain extent, the Provincial contributions have been recommended in the form of direct subsidies, or alternatively, of loans at less than commercial rates, leaving the Municipal contribution largely in the form of direct monthly payments roughly equivalent to, but not in the form of, tax remissions; this in the recognition that most Municipalities within whose jurisdiction action is desirable have not the financial back-

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ground at this time which permits of, or justified, their making large direct subsidy contributions. In making this recommendation the Commission was influenced by the fact that Canadian Governmental bodies had expended some $14,000,000 in 1936 to rent accommodation for relief recipients, and that in many instances such accommodation was unsanitary and unsuitable in the extreme. The Commission feels that such a situation should not be allowed to continue in that it breeds conditions tending to increase unemployment by decreasing the employability of numbers of workers, thus making it harder for them to secure employment.

The plan recommended by the Commission was put before the Minister some time after the opening of the Parliamentary session of 1937, and it is understood action thereon has been held over. As the Government stated on September 10th, 1936, that it accepted certain general principles laid down by the Commission to govern its intended attack on this important branch of the housing problem, it is hoped that action may shortly prove possible.

In connection with the stimulation of medium priced house construction for home owners (Dominion Housing Act 1935), the Commission recommended that every practicable means be taken to liberalize the regulations under which the Act is worked in order to encourage its more widespread application and to accelerate the employment features inherent therein.

C. Plans to Increase Employability.

As its work progressed in the autumn of 1936, the Commission became more and more aware of the necessity for action along the line of increasing the degree of employability of those receiving unemployment Aid. It was evident this had a peculiar application to the youth section of the population, since many young people had, as a result of depression conditions, failed to experience the stabilizing influence of working in the early years following their school training,

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and as a result had lost in large measure the benefits of that school training without acquiring any work-experience to help them in earning a livelihood. On the other hand, it was also recognized that the difficulties arising from the severity and length of the depression were not confined to young men and women, but were spread over a broader section of the age-groups of those receiving unemployment Aid. It was also recognized that in earlier periods reliance for the necessary "cadre" of skilled workers had been placed upon immigration, but that in recent years there has been a tendency to an emigration from, rather than an immigration into, Canada of skilled workers. The Commission feels that such a condition, if allowed to continue without some counterbalancing steps, is bound to result in an increasing measure of permanent unemployment amongst the less skilled type of workers, the group in which there is still a widespread surplus of labour; the experience of this and other countries being that an adequate skilled group is required before the unskilled group can be successfully absorbed into industry.

In the light of the above situation and with the conviction that it represented the most important and crucial phase of a well planned re-employment programme, the Commission recommended to the Dominion Government that a special sum, of which one-half would be allocated to youth measures, should be appropriated as a nucleus for the development of co-operative plans suitable to the various localities in question. These plans are to have as their purpose an increase in the employability of needy unemployed persons by improving their skill, physique and morale, and are to be of a type that would qualify trainees for such work as is likely to be available in the locality of training, or, failing the likelihood of work in that location, in other centres where work is liable to be available. To this end, the Commission recommended the following as a basis upon which such plans should be framed:-

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Training projects of an occupational nature devised to increase the employability of unemployed persons;

Short-term learnership courses not exceeding one year in duration, devised to provide theoretical training concurrent with specific employment;

Work projects for unemployed incorporating re-conditioning, training, and conservation features undertaken for the purpose of restoring loss of morale among the unemployed and conserving natural resources;

Training projects of a physical nature for unemployed to assist in the maintenance of health and morale pending employment.

As a result of special consideration of the problems of young men and women by the Women and Youth Committees, plans were developed for a National Volunteer Forest Service; for the establishment of young people's training centres in large urban areas; and, in the case of rural women, for extension services as a means of teaching callings which would provide supplementary means of livelihood.

Presumably as a preliminary step towards giving effect to the above recommendations, during its last session Parliament appropriated $1,000,000 to be spent in collaboration with the Provinces with particular reference to the needs of young men and women. The Commission is co-operating in the working out of local plans which are being suggested by Provincial Governments in connection with this grant.

The Commission still feels that for the next year or two an important expansion in expenditures along these lines to secure the co-operation of Provincial and Municipal Governments and of industry in increasing the employability of those needing re-conditioning, is essential if any substantial economy in Dominion, Provincial or Municipal expenditures for unemployment Aid purposes is to be achieved. In fact, without a concerted effort along this line the Commission believes that even with improved economic conditions, all Governmental bodies will be involved in a continued heavy drain for the granting of subsistence allowances because of the unsuitability of many receiving

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Aid for the requirements of primary and secondary industries.

As directed by the Act, special consideration was given by the National Employment Commission - with the aid of the Youth Employment Committee - to the question of apprenticeship and learnership (the latter term being used to designate relatively short training courses to help in broadening the work-experience of the mass-production worker in order to make him more than a "one job" man). A plan was recommended whereby standardization of effort along sound and uniform principles could be achieved by means of a minor financial contribution by the Dominion Government and/or Provincial Governments to the expenditures of industry.

D. Plans for Assisted Land Settlement.

A study of the problem in regard to farmers and settlers receiving "unemployment" Aid as disclosed by the Commission registration of relief recipients, indicated that, apart from the drought areas for which special consideration has already been arranged by the Government, the bulk of the problem lies in the dependency created through direct unemployment Relief having been accorded to families in the colonization areas, and during the off-season period in the tourist areas. The correction of this situation will depend in large measure on the policies which the Provinces in question wish to adopt to overcome the situation. The attention of the principal Provinces in question, i.e., Ontario and Quebec, has been called to the desirability of discussions with a view to formulating policies to meet the situation.

Many proposals made to the Commission in connection with land settlement schemes were rejected as containing similar elements of failure to those evident in connection with the schemes applying to the so-called "colonization" areas, i.e., that those afforded assistance would tend to go on relief as soon as the subsidies ceased.

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As regards assisted land settlement as a means of placing in employment those at present receiving unemployment Aid, the National Employment Commission recognized that there is a certain class of urban Aid recipient whom it will be difficult to place in any industrial wage-earning capacity, however good the industrial conditions. This difficulty arises partly from lack of a previous working record to provide an appropriate background of work-experience, partly from the more recent tendency in industry to adopt a prescribed age for hiring new employees, and partly from the fact that many recipients of Aid have, during the extended period of the depression, permanently lost their employability to a considerable degree. For some of these, measures whereby they will contribute to their partial or entire support by working on the land undoubtedly have a special value. Such plans should originate locally, however, and will require careful thought and organization, since, otherwise, experience has shown the problem of unemployment Aid is merely transferred from one locality to another.

E. Public Works Programmes.

In accordance with the specific duties placed upon the Commission by the National Employment Commission Act 1936 "to investigate and report upon proposals for the carrying out of programmes of public works and other projects to aid in providing employment" and to recommend methods for mobilizing and co-ordinating the activities of the Dominion, Provinces, Municipalities and other agencies, the Commission studied many varied proposals made to it for extensions in public works programmes, as also the facts in so far as data were available as to the results achieved from previous public works programmes from an employment angle.

With the rapid improvement taking place in employment conditions in private industry, the Commission decided to recommend that, at this stage of the recovery, not only should there be no expansion in public works programmes, but that there should be a very

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substantial contraction in the total Governmental expenditures for public works projects. It was felt that the further substantial growth anticipated in employment by private industry; the large railway equipment orders being placed this year; and the stimulation provided to the construction industry by the housing policy insofar as it already has been put into practical effect, fully justified this recommendation. Further, that the restriction which would be placed upon the expansion of private industry by any important measure of Government competition for the already diminishing supply of skilled workers should be avoided as far as possible.

The Commission also recommended that where public works, originated for the purpose of providing employment, were nevertheless contemplated, they should be subjected to an evaluation both by the Governmental Departments involved and by the National Employment Commission, based on the following criteria:-

1. Importance in stimulating increased non-governmental expenditures;

2. Economic importance in improving the competitive position of industry, particularly for export industries;

3. Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent;

4. Low operating costs and low permanent overhead charges (e.g., interest, etc.) in order to permit of economies for Governmental units as conditions improve;

5. Social value to the community.

The Commission still feels that, at this stage, in addition to the beneficial effects through the financial advantage to the country at large, the policy it has recommended would be most liable directly to help the employment situation.

The use of public works programmes at other stages of a depression will be dealt with in the report on long-range policies.

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III. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR ENSURING EFFICIENCIES AND ECONOMIES IN THE ADMINISTRATION OF AID.

The Commission has given prolonged study to this phase of the duties assigned to it.

As it is held that the division of authority under the British North America Act gives to Provincial Governments exclusive jurisdiction in the field of civil rights, the prior obligation in meeting dependency rests primarily with the Province or, in turn, the Municipality. And while appreciating that changing conditions in economic life; the limited taxation powers of local units of Government; and the fact that Dominion policies affect local employment opportunities, have led to participation by the Dominion in meeting the cost of economic dependency, nevertheless the Commission strongly recommended that, as long as the present constitutional basis exists, the method, introduced in 1934, of granting Aid on a temporary or emergency basis without definite or adequate control should be abandoned by the Dominion and the following basic principles accepted:

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;

2. That the Dominion should contribut thereto only when in its view it is shown that a practical necessity exists because of the unusual nature or extent of the distress;

3. That the Dominion should attack such conditions in the granting of such Aid as it deems necessary and proper with due regard to -

   (a) careful co-ordination of effort, and

   (b) supervision through the designation of a proper Dominion authority.

In handling the question of Aid distribution it is in the opinion of the Commission of the utmost importance that great care should be taken to provide such Aid as is given under its proper name. In other words, it is considered that unemployment Aid should only be given where it is demonstrated beyond doubt that unemployment is in question. Apart from the obvious financial advantage of such a

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course to the Province and Municipality through the effect on the cost of assistance to Aid recipients, the present method presents a danger even from the viewpoint of recipients of Aid themselves, in that if individuals who are unemployable or of doubtful employability are given Aid under the heading of unemployment Aid, inevitably they are put in an anomalous and dangerous position and as a result may at any time find themselves cut off from the assistance they have been receiving, even though desperately in need. Similarly, where a family's need does not really arise from unemployment, then the Aid given should not be unemployment Aid, for in that case unemployment is made a pre-requisite of assistance and a premium is placed on it.

The broad breakdown of the different types of Aid which it is proposed should therefore be used in future is as follows:-

1. Persons ordinarily "gainfully working" on a self-supporting basis, but requiring Aid due to economic causes, (generally referred to as "unemployed" persons);

2. Persons requiring Assistance or Relief due to physical, mental or social handicap, (generally referred to as "unemployable" persons).

As previously shown, Dominion Aid to Provinces and Municipalities has been restricted in intent and policy to the relief of those in the first main group, but in the unusual pressure of recent years, and largely attributable to the adoption in 1934 of the lump sum payments to Provinces, in practice there has been a general tendency for Provinces and Municipalities to apply Dominion Aid to the relief of both types of distress.

The problem now is so to re-align the administration of Dominion Aid as to ensure that the Dominion shall contribute only for persons who are ordinarily self-supporting, which Aid would, therefore, diminish with improved economic and agricultural conditions.

These ordinarily self-supporting persons in the first group mentioned above would receive Aid under the following three classifications:-

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(a) "Unemployment Aid" for unemployed persons, i.e., those normally self-supporting as "wage-earners";

(b) "Occupational Aid" for persons out of occupation, i.e., those normally self-supporting on other than a wage-earning basis;

(c) "Agricultural Aid" for distressed agriculturists because of crop failure due to flood, pest, drought, etc.

The actual conditions which the Commission has recommended should be attached to further Dominion grants-in-aid to the Provinces are clearly indicated in the following programme of practical steps which the Commission has further recommended should be taken in negotiating grants-in-aid agreements with the Provinces:-

I. A formal application to be required from each Province accompanied by:

(a) Evidence satisfactory to the Department of Finance to show the financial need of the Province, including its Municipalities;

(b) Evidence, based on Provincial records, of the need for "Unemployment", "Occupational" and "Agricultural Aid" as shown by "Budgets" for the coming year, covering the probable extent of the need in each region or municipality and in the Province as a whole.

II. The effectiveness of Provincial and Municipal provisions in limiting Dominion grants to the purposes for which they are intended, to be subjected to Dominion scrutiny:

(a) By examination of administrative controls;

(b) By examination of schedules of allowances.

III. Allowance to be made for such financial grants as may have been given in other forms to the district in question, e.g., through works projects, re-training and re-conditioning schemes.

IV. To the extent that the Dominion is satisfied with the case for assistance made by the Province and its Municipalities, as also with the willingness of these units to co-operate with the Dominion in effective administration of Aid to which the Dominion contributes and in practical plans for making it certain that those unemployed or out of occupation can and will move into employment as rapidly as employment opportunities offer; then grants-in-aid to be made under conditions which will include the following:

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(a) Restriction of Dominion Aid to those ordinarily self-supporting and to those areas for which Dominion Aid is given;

(b) Establishment by the Province of standards of eligibility and their enforcement by having Employment Service or Agricultural Service officials receive or pass on applications for Aid;

(c) Observance of the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings of unskilled labour in each centre or regional division, while preserving standards of health and decency;

(d) Limitation of shelter allowances to a definite relationship with assessments and total shelter disbursements to a reasonable proportion of total cost of Aid granted;

(e) Requirement of "Cancellation of Aid" cards to provide running records of earnings permitting of prompt assessment of further need for Aid, this in order to facilitate the acceptance of casual employment;

(f) Requirement of periodic reports to show degree to which Province is complying with the above and other conditions. These to include among others:

(i) Schedules of allowances, costs of living and average earnings of unskilled workers;

(ii) Reports on cases in receipt of Aid continuously for 12 months or recurrently for parts of two years;

(iii) Other reports as required from time to time;

(g) Assurance of co-operation with the Dominion in carrying on the National Registration of relief recipients; the pre-audit and an investigation of circumstances of individual relief recipients, as recommended;

(h) Assurance of co-operation in registration; establishment of residence and reciprocal maintenance for self-dependent persons and migrant families, as recommended.

V. A contribution in accord with the needs of each particular Province, as demonstrated by the data submitted, to be agreed upon.

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The Minister has advised the Provinces of the necessity of complying in general terms with the above conditions when filing applications for further grants-in-aid. The Commission also understands that machinery for a current audit in the field in connection with disbursements of Aid - also recommended earlier by the Commission as providing a better means of expenditure-control than the present post-audit in Ottawa - has been set up by the Dominion Government.

The phase of the work dealt with above covers "the organization of Aid to persons in distress due to economic causes" to which the Dominion contributes. The Commission is now engaged in preparing its recommendations in regard to the second main division of those requiring Relief, i.e., the "organization of Assistance and Relief to those suffering from mental, physical or social handicap", and additionally in connection with the co-ordination of Aid, Assistance and Relief measures, including voluntary Relief. Recommendations to cover these further phases of the subject will be subsequently submitted.

IV. THE FORMULATION OF RECOMMENDATIONS FOR THE SETTING UP OF MACHINERY TO CARRY OUT COMMISSION POLICIES APPROVED BY THE GOVERNMENT.

The work of the Commission under this section of its duties follows:

A. Employment Service of Canada.

Early in the Commission's investigations it became evident that the first and most vital step necessary to the successful handling of employment, re-employment and Aid administration problems is the development of more efficient Employment Services throughout Canada. The present Provincial Employment Services are in practice unfitted to meet the exigencies of the situation. Divided responsibilities and diversity of aims between different Provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; defects in Provincial boundaries when used as

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economic administrative units, etc., have all tended to result in the Provincial Employment Services not being utilized fully either by employer or by employee.

The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points for attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

Bearing in mind the desirability of uniformity of practice where financial Aid from the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believes the extra cost to the Dominion Government of the transfer from the Provinces would be more than off-set by efficiencies and, therefore, economies which would result.

B. Co-operation with Provinces and Municipalities.

Throughout the period of the Commission's operations various members of the Commission have had contacts with Provincial Governments and Municipal bodies across Canada regarding a great many problems involved in the Commission's work. Particularly has this been the case where the carrying out of National Employment Commission programmes approved by the Dominion Government has been in question. Care has, however, been exercised not to discuss Commission policies with such bodies before Dominion Government approval of policies has been given.

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The Commission's advice has also been given to Municipal units on unemployment Relief matters when requested, with due regard always to the protection of Provincial responsibility for Municipal actions.

C. Publicity.

The National Employment Commission Act 1936 required the Commission to ensure such publicity as in its view was necessary to enable it effectively to discharge its powers and duties. The Commission's publicity has been confined to policies previously approved by the Dominion Government.

The main work to date has been in connection with the promotion of the Home Improvement Plan, which the Commission was asked by the Dominion Government to undertake and which promotion work was effected through the medium of funds supplied by industry and by community-minded citizens.

Preparations are well advanced for the issue (beginning in the immediate future) of a periodic bulletin to provide a running record of the salient points regarding unemployment and employment.

CONCLUSIONS.

Employment conditions have shown a very material improvement during the period of the Commission's activities. The employment index, issued by the Dominion Bureau of Statistics, covering the group of individual employers having fifteen or more employees each (representing, it is estimated, nearly half of all wage-earning employees in Canada) has risen from 102 on June 1st, 1936, (1926 = 100) to 114.3 on June 1st, 1937. Unemployment in trade unions reporting has fallen from 14.8% to 9.5% in the same period. Even allowing for growth in population and for the drift into wage-earning industry of those previously working on their own, this gives evidence of the marked way in which the employable unemployed are being absorbed into

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industry. There are evidences of further improvement ahead, and there are probabilities of a shortage in the supply of skilled workers in many centres in the relatively early future, should the improvement continue.

The decline in those on the relief rolls is less striking but appreciable, the total reduction from June, 1936, to June, 1937, being estimated at 12.75% or, excluding the drought areas, 19.5%. The lesser improvement in this index is in part due to the fact that many of the unemployed who have in the period named found their way back into industry had without doubt managed to avoid going "on relief": in part also to the fact that the relief lists include large numbers of persons who are in no real sense of the word "employable".

The National Employment Commission reiterates the extreme importance it attaches to early action along four particular lines:

1. Continued Registration of All Persons in Receipt of Aid.

   Improved conditions should not be allowed to interfere with the obtaining of an accurate running record of the circumstances of all those receiving Aid.

2. Improvement in Efficiencies of the Employment Service of Canada.

   It is the Commission's conviction that prompt progress in this field is a pre-requisite of success in the handling of re-employment problems and in securing reliable local information and efficient control in the administration of Aid.

3. The Establishment of Demonstrated Need as a Basis for Grants-in-Aid by the Dominion to the Provinces; by the Provinces to the Municipalities; and by the Municipalities to the Recipients of Aid.

   Emphasis is laid upon the necessity of a return to the original basis whereby Dominion Aid to the Provinces is restricted to cases where an abnormal unemployment burden is in question. Further, that before such grants are accorded -

   (a) Financial necessity of the Province in so far as the Dominion is concerned, and the Municipality in so far as the Province is concerned, shall have been proved:

   (b) All applications shall be accompanied by estimates of costs of the different kinds of need for Aid which is being granted in all Municipal and territorial units;

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(c) Administrative practices shall be acceptable;

(d) Standards of Aid shall be acceptable;

(e) Co-operation shall be guaranteed to the Dominion in carrying out registration, pre-audit and other essential investigations.

The same principle, i.e., the proof of need, should carry through to the conditions made by Provinces to Municipalities, and by Municipalities to aid recipients.

4. <u>The Provision of an Adequate Appropriation to be Used as a Nucleus for Developing Local Training, Re-conditioning and Rehabilitation Projects.</u>

Without comprehensive action along these lines the Commission considers no national economy commensurate with what it considers should result from improved economic conditions can be expected in the nation's financial relief burden.

This report has outlined in a general way the work and recommendations of the National Employment Commission up to June 30, 1937. In order to complete the record a further memorandum is attached covering details in regard to appointments, powers, and duties, organization, meetings, expenses, etc., of the Commission for the period under review, along with a summary of the Commission's recommendations and tables providing certain information obtained from the registration of relief recipients.

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NATIONAL EMPLOYMENT COMMISSION

APPENDIX.

ORGANIZATION DETAILS AND SUMMARY OF RECOMMENDATIONS TO JUNE 30, 1937.

Personnel of the National Employment Commission.

Arthur B. Purvis, of the City of Montreal, Chairman;
Tom Moore, of the City of Ottawa, Vice-Chairman;
W.A. Mackintosh, of the City of Kingston, Ontario;
A. Marois, of the City of Quebec;
A.N. McLean, of Blacks Harbour, New Brunswick;
Mrs. Mary M. Sutherland, of Wells, British Columbia;
E.J. Young, of Dummer, Saskatchewan;

The following special and standing Committees were constituted consisting of two or more members of the Commission:

Special Committees.

Housing,
Registration,
Appointments to National Advisory Committee,
Grand River Conservation Commission Report,
Gatineau Park Proposal,
Employers' Questionnaire,
Dominion Expenditures on Public Works Projects,
Public Works Policy,
Land Settlement,
Home Improvement Plan Extensions,
Pre-Audit,
Apprenticeship,
Employment Service,
Women's Problems,
Youth Training Projects.

Standing Committees.

Agricultural Rehabilitation,
Public Works,
Registration and Co-ordination of Aid,
Housing.

Personnel of the National Advisory Committee.

Women's Employment Committee.

Mrs. Walter Lindal, of the City of Winnipeg, Manitoba, Chairman;
Madame Maurice Cormier, of the City of Montreal, Quebec;
Mrs. A.J. Currie, of Govan, Saskatchewan;
Mrs. L.G. Ferguson, of Westville, Nova Scotia;
Miss Ruth Low, of the City of Kitchener, Ontario;

Organization

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Youth Employment Committee.

Alan Chambers, of the City of Victoria, Chairman;
Joseph McCulley, of Newmarket, Ontario;
A. Montpetit, of the City of Montreal, Quebec;
W. C. Nickerson, of the City of Halifax, Nova Scotia;
R. F. Thompson, of the City of Toronto, Ontario.

Organization.

Major H. Spencer Relph was appointed Secretary to the Commission and to the Women's and Youth Committees of the National Advisory Committee. There are twenty-two employees on the Commission's payroll. In the interest of economy, the services of existing Dominion and Provincial officials have been utilized wherever practicable. The following organization divisions were established:

Secretariat,
Co-ordination of Aid,
Registration,
Housing,
Publicity.

Meetings of the Commission.

Twenty-three regular meetings and one special meeting were held, the first on the 1st and 2nd of June 1936.

Commission Expenditures for 13 Months Ending June 30, 1937.

Commissioners' compensation and actual travelling and living expenses, ...	$28,787.05
Women's and Youth Employment Committees' travelling and living expenses, ...	19,948.07
Salaries of Consultants and Staff,..	38,390.27
Travelling expenses of Consultants and staff,.	2,004.65
Furniture, stationery, communications and all other office expenditures,.	22,614.10
Total	$ 111,744.14

Note: The expenses of the Registration which have not been borne by the Commission amounting to $73,792.50 for the same period were, during the fiscal year 1936-7, paid out of the Department of Labour contingency Vote No. 336, and for the months of April to June of this year, out of that portion of Vote No. 310 entitled National Employment Commission (Registration).

Proposals.

Approximately five hundred proposals, filed with the Commission, were studied and appropriate action taken thereon.

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Summary of Commission Recommendations.

(Other than those in connection with personnel).

	Recommended to Minister	Action Taken
I. Registration.		
For a national registration of relief recipients.	30th June 1936	Approved 4th July 1936.
II. Employment Service		
For the national administration of the Employment Service of Canada.	11th August 1936	No action.
For consideration of Commission recommendation without regard to cost to Dominion of Transfer of expense from Provinces to Dominion, this in view of vital importance in handling employment and Aid problems.	29th January 1937	
III. National Advisory Committee		
For composition of, and personnel for, Committee.	25th August 1936 19th October 1936 7th December 1936	Partially met by appointments made to Women's and Youth Employment Committees.
IV. Homeless Adults		
For a Dominion/Provincial co-operative policy in connection with winter employment of homeless adults and for a Farm Improvement and Employment Plan to carry out that policy.	27th August 1936	Approved 9th September 1936.
For supplementary plans to carry out the policy in certain Provinces:-		
Manitoba	20th October 1936	Approved.
Alberta	5th November 1936	Approved..
British Columbia	5th November 1936	Approved.
Saskatchewan	4th December 1936	Rejected.
New Brunswick	17th December 1936	Approved.
Ontario	23rd January 1937	Rejected.

Recommendations

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	Recommended to Minister	Action Taken
For a national parkway in the Gatineau.	2nd September 1936	No action.
For an extension to 30th of April of the Farm Improvement and Employment Plan.	10th February 1937	Approved 15th April 1937.
V. Housing.		
For a Dominion Government housing policy, including a Home Improvement Plan, and basic principles to govern a low rental housing plan.	2nd September 1936	Approved 9th September 1936.
For a detailed low rental housing plan.	10th February 1937)	No action.
For draft legislation to embody the low rental housing plan.	25th March 1937)	
VI. Training and Re-conditioning.		
For use of balances available under Technical Education Act for training girls in certain Western Provinces.	28th August 1936	Approved 29th August 1936.
For co-operative Dominion/Provincial action in youth re-training plans:- (a) National Volunteer Forestry Service, (b) Young men's urban training centres.	3rd December 1936	Commission advised 18th January 1937, that in accordance with reference in Speech from the Throne, authorization had been given to Minister to confer with Provinces, but without regard to any definite sum. Appropriation for partial fulfilment of plans later provided under Vote 308.
For financial provision for fiscal year beginning April 1st 1937 to permit of abandonment of present practice of indiscriminate granting of relief, with a view to a definite programme of increasing the "employability" by re-conditioning measures affecting relief recipients of all ages.	18th February 1937) 24th February 1937)	No action.
For a Dominion policy for apprenticeship and learnership.	23rd February 1937	No action.

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	Recommended to Minister	Action Taken
including basic conditions to be embodied in plans therefor, and extent of suggested Dominion/Provincial participation therein.		
For Dominion requirement that Provinces shape their suggestions for such Dominion/Provincial co-operative works projects as are developed for relief purposes along lines which would increase "employability" of relief recipients.	25th March 1937	No action.
For training centres for urban, and extension courses for rural young women.	20th May 1937	Partially met by provisions of Vote 308.
For the carrying out of training projects under Vote 308.	5th May 1937) 28th May 1937) 10th June 1937) 12th June 1937)	Embodied in agreements with Provinces.

VII. Public Works

For a basis to govern the Commission's duties in relation to the public works programme and to public works projects.	4th December 1936	Approved 15th December 1936 but not put into practical operation.
For an over-all contraction in the 1937-8 public works programme.	8th January 1937	Action taken to extent indicated by estimates for new fiscal year.
For further consideration of Commission's previous recommendation in view of developments; along with a clarification and amplification of those recommendations.	9th February 1937) 18th February 1937)	No action.

VIII. Agricultural Relief

For Dominion/Provincial conferences with Provinces of Ontario and Quebec to develop the situation regarding so-called "farmers" on relief, including a detailed plan of action to be considered at such conferences.	8th December 1936	Approved 15th December 1936. Conferences not yet held.

IX. Audit of Relief Expenditures

For a current audit in the field to replace the present post-audit at Ottawa.	15th January 1937	Approved 15th April 1937.

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	Recommended to Minister	Action Taken
X. Organization and Co-ordination of Aid		
For conditions to be attached to future Dominion Grants-in-Aid to the Provinces, including complete plans for the better organization of Aid to which the Dominion contributes.	20th March 1937) 25th March 1937)	Partially approved 23rd June 1937; balance under consideration.

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C 137763

REPORT

of

DIRECTOR OF REGISTRATION

Registration

JULY 15, 1937.

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C 137764

NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to which

the Dominion Government Contributed

for the Month of March, 1937.

SECTION A

Relating to Employable Persons in Receipt of Material Aid, other than Farm Resident Operators in Receipt of Agricultural Aid.

The Class of Persons dealt with in Section A may be defined as follows: "Employable Persons of either sex, sixteen years of age and over, other than Wives, who in the normal course would be gainfully working; either as wage-earners, or in occupational work other than as farm resident operators. Such persons may have been working on their own or as wage-earners previously or may be presumed to be potential wage-earners were opportunities available."

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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C 137765

TABLE A-I

CLASSIFICATION OF FULLY EMPLOYABLE PERSONS (EXCLUSIVE OF FARM RESIDENT OPERATORS AND THEIR DEPENDENTS) IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED, DURING THE MONTH OF MARCH, 1937.

Summarized Statement of All Persons, of Either Sex, Other Than Those Operating and Living on Farms, and their Dependents, who: (a) were in Receipt of Aid to which the Dominion Contributed, During the Month of March, 1937; and (b) were Reported by Local Relief Authorities as Fully Capable, Mentally and Physically, of Gainfully Working.

	HEADS OF FAMILIES	INDIVIDUAL PERSONS	DEPENDENTS, 16 YEARS AND OVER (OTHER THAN WIVES) PRESUMABLY AVAILABLE FOR WORK		TOTAL	COMPARABLE TOTALS	
			Previously Gainfully Working	Not Previously Gainfully Working	March, 1937	February, 1937	September, 1936
DOMINION SUMMARY:							
Cities over 25,000	95,519	34,887	13,705	24,516	168,627	171,126	145,246
Cities of 10,000 to 25,000	11,709	1,613	1,814	3,811	18,947	19,130	15,194
Towns of 1,000 to 10,000	23,963	2,716	3,774	7,742	38,195	37,788	26,161
Rest of Provinces	20,415	2,822	3,170	7,304	33,711	32,349	19,822
Total	151,606	42,038	22,463	43,373	259,480	260,393	206,423
DETAIL BY PROVINCES							
Prince Edward Island:							
Cities over 25,000	--	--	--	--	--	--	--
Cities of 10,000 to 25,000	36	3	--	144	183	169	37
Towns of 1,000 to 10,000	--	--	--	--	--	--	--
Rest of Province	262	5	17	132	416	418	99
Total	298	8	17	276	599	587	136

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FULLY EMPLOYABLE PERSONS
TABLE A-I - (Continued, Page 2)

	HEADS OF FAMILIES	INDIVIDUAL PERSONS	DEPENDENTS, 16 YEARS AND OVER (OTHER THAN WIVES) PRESUMABLY AVAILABLE FOR WORK		TOTAL	COMPARABLE TOTALS	
			Previously Gainfully Working	Not Previously Gainfully Working	March, 1937	February, 1937	September, 1936
Nova Scotia:							
Cities over 25,000	1,420	334	162	276	2,192	2,254	1,975
Cities of 10,000 to 25,000	313	107	41	67	528	534	454
Towns of 1,000 to 10,000	1,181	227	258	461	2,127	2,101	1,642
Rest of Province	--	--	--	--	--	--	--
Total	2,914	668	461	804	4,847	4,889	4,071
New Brunswick:							
Cities over 25,000	770	27	135	260	1,192	1,256	--
Cities of 10,000 to 25,000	187	6	14	70	277	277	--
Towns of 1,000 to 10,000	179	8	60	90	337	318	--
Rest of Province	--	--	--	--	--	--	--
Total	1,136	41	209	420	1,806	1,851	--
Quebec:							
Cities over 25,000	39,730	11,921	7,439	12,128	71,218	72,454	64,565
Cities of 10,000 to 25,000	3,025	322	663	1,567	5,577	5,477	5,446
Towns of 1,000 to 10,000	4,166	254	942	2,128	7,490	6,931	5,887
Rest of Province	4,270	146	1,423	2,518	8,357	7,640	7,258
Total	51,191	12,643	10,467	18,341	92,642	92,502	83,156

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FULLY EMPLOYABLE PERSONS

TABLE A-I - (Continued, Page 3)

	HEADS OF FAMILIES	INDIVIDUAL PERSONS	DEPENDENTS, 16 YEARS AND OVER (OTHER THAN WIVES) PRESUMABLY AVAILABLE FOR WORK		TOTAL	COMPARABLE TOTALS	
			Previously Gainfully Working	Not Previously Gainfully Working	March, 1937	February, 1937	September, 1936
Ontario:							
Cities over 25,000	31,142	7,227	4,112	8,286	50,767	52,363	45,806
Cities of 10,000 to 25,000	5,248	764	704	1,205	7,921	8,222	5,920
Towns of 1,000 to 10,000	13,320	1,222	1,872	3,773	20,187	20,509	13,454
Rest of Province	4,155	258	444	1,482	6,339	6,238	3,470
Total	53,865	9,471	7,132	14,746	85,214	87,332	68,650
Manitoba:							
Cities over 25,000	7,442	3,061	892	321	11,716	11,332	10,466
Cities of 10,000 to 25,000	1,166	60	218	291	1,735	1,726	1,296
Towns of 1,000 to 10,000	1,043	34	141	198	1,416	1,416	809
Rest of Province	4,182	247	630	1,052	6,111	5,855	2,665
Total	13,833	3,402	1,881	1,862	20,978	20,329	15,236
Saskatchewan:							
Cities over 25,000	3,039	208	242	835	4,324	4,299	3,476
Cities of 10,000 to 25,000	854	62	64	275	1,255	1,250	956
Towns of 1,000 to 10,000	1,491	119	156	431	2,197	2,170	1,350
Rest of Province	2,666	268	266	913	4,113	4,095	1,766
Total	8,050	657	728	2,454	11,889	11,814	7,548

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FULLY EMPLOYABLE PERSONS

TABLE A-I - (Continued, Page 3)

	HEADS OF FAMILIES	INDIVIDUAL PERSONS	DEPENDENTS, 16 YEARS AND OVER (OTHER THAN WIVES) PRESUMABLY AVAILABLE FOR WORK		TOTAL	COMPARABLE TOTALS	
			Previously Gainfully Working	Not Previously Gainfully Working	March, 1937	February, 1937	September, 1936
Ontario:							
Cities over 25,000	31,142	7,227	4,112	8,286	50,767	52,363	45,806
Cities of 10,000 to 25,000	5,248	764	704	1,205	7,921	8,222	5,920
Towns of 1,000 to 10,000	13,320	1,222	1,872	3,773	20,187	20,509	13,454
Rest of Province	4,155	258	444	1,482	6,339	6,238	3,470
Total	53,865	9,471	7,132	14,746	85,214	87,332	68,650
Manitoba:							
Cities over 25,000	7,442	3,061	892	321	11,716	11,332	10,466
Cities of 10,000 to 25,000	1,166	60	218	291	1,735	1,726	1,296
Towns of 1,000 to 10,000	1,043	34	141	198	1,416	1,416	809
Rest of Province	4,182	247	630	1,052	6,111	5,855	2,665
Total	13,833	3,402	1,881	1,862	20,978	20,329	15,236
Saskatchewan:							
Cities over 25,000	3,039	208	242	835	4,324	4,299	3,476
Cities of 10,000 to 25,000	854	62	64	275	1,255	1,250	956
Towns of 1,000 to 10,000	1,491	119	156	431	2,197	2,170	1,350
Rest of Province	2,666	268	266	913	4,113	4,095	1,766
Total	8,050	657	728	2,454	11,889	11,814	7,548

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FULLY EMPLOYABLE PERSONS

TABLE A-I - (Continued, Page 4)

	HEADS OF FAMILIES	INDIVIDUAL PERSONS	DEPENDENTS, 16 YEARS AND OVER (OTHER THAN WIVES) PRESUMABLY AVAILABLE FOR WORK		TOTAL	COMPARABLE TOTALS	
			Previously Gainfully Working	Not Previously Gainfully Working	March, 1937	February, 1937	September, 1936
Alberta:							
Cities over 25,000	5,295	5,496	346	848	11,985	11,746	7,884
Cities of 10,000 to 25,000	595	150	69	135	949	952	667
Towns of 1,000 to 10,000	492	38	82	146	758	739	391
Rest of Province	2,067	230	207	439	2,943	2,824	1,543
Total	8,449	5,914	704	1,568	16,635	16,261	10,485
British Columbia:							
Cities over 25,000	6,681	6,613	377	1,562	15,233	15,422	11,074
Cities of 10,000 to 25,000	285	139	41	57	522	523	418
Towns of 1,000 to 10,000	2,091	814	263	515	3,683	3,604	2,628
Rest of Province	2,813	1,668	183	768	5,432	5,279	3,021
Total	11,870	9,234	864	2,902	24,870	24,828	17,141

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FULLY EMPLOYABLE PERSONS
TABLE A-II

CLASSIFICATION, BY CATEGORY AND SEX, OF FULLY EMPLOYABLE PERSONS (EXCLUSIVE OF FARM RESIDENT OPERATORS AND THEIR DEPENDENTS) IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED, DURING THE MONTH OF MARCH, 1937.
Separation by Sex of Main Classes Shown in Table A-I

	FULLY EMPLOYABLE HEADS OF FAMILIES			FULLY EMPLOYABLE INDIVIDUAL PERSONS			FULLY EMPLOYABLE DEPENDENTS 16 YEARS AND OVER, PRESUMABLY AVAILABLE FOR WORK			GRAND TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
DOMINION SUMMARY:												
Cities over 25,000	84,631	10,888	95,519	28,634	6,253	34,887	21,026	17,195	38,221	134,291	34,336	168,627
Cities of 10,000 to 25,000	10,662	1,047	11,709	1,398	215	1,613	3,073	2,552	5,625	15,133	3,814	18,947
Towns of 1,000 to 10,000	22,347	1,616	23,963	2,211	505	2,716	6,535	4,981	11,516	31,093	7,102	38,195
Rest of Province	19,258	1,157	20,415	2,517	305	2,822	5,981	4,493	10,474	27,756	5,955	33,711
Total for Dominion	136,898	14,708	151,606	34,760	7,278	42,038	36,615	29,221	65,836	208,273	51,207	259,480
DETAIL BY PROVINCES:												
Prince Edward Island:												
Cities over 25,000	—	—	—	—	—	—	—	—	—	—	—	—
Cities of 10,000 to 25,000	17	19	36	1	2	3	92	52	144	110	73	183
Towns of 1,000 to 10,000	—	—	—	—	—	—	—	—	—	—	—	—
Rest of Province	230	32	262	2	3	5	85	64	149	317	99	416
Total for Province	247	51	298	3	5	8	177	116	293	427	172	599
Nova Scotia:												
Cities over 25,000	1,204	216	1,420	236	98	334	216	222	438	1,656	536	2,192
Cities of 10,000 to 25,000	273	40	313	100	7	107	59	49	108	432	96	528
Towns of 1,000 to 10,000	1,067	114	1,181	197	30	227	422	297	719	1,686	441	2,127
Rest of Province	—	—	—	—	—	—	—	—	—	—	—	—
Total for Province	2,544	370	2,914	533	135	668	697	568	1,265	3,774	1,073	4,847
New Brunswick:												
Cities over 25,000	685	85	770	13	14	27	220	175	395	918	274	1,192
Cities of 10,000 to 25,000	152	35	187	4	2	6	51	33	84	207	70	277
Towns of 1,000 to 10,000	169	10	179	7	1	8	91	59	150	267	70	337
Rest of Province	—	—	—	—	—	—	—	—	—	—	—	—
Total for Province	1,006	130	1,136	24	17	41	362	267	629	1,392	414	1,806
Quebec:												
Cities over 25,000	35,541	4,189	39,730	9,387	2,534	11,921	10,801	8,766	19,567	55,729	15,489	71,218
Cities of 10,000 to 25,000	2,895	130	3,025	285	37	322	1,184	1,046	2,230	4,364	1,213	5,577
Towns of 1,000 to 10,000	3,996	170	4,166	200	54	254	1,647	1,423	3,070	5,843	1,647	7,490
Rest of Province	4,112	158	4,270	128	18	146	2,365	1,576	3,941	6,605	1,752	8,357
Total for Province	46,544	4,647	51,191	10,000	2,643	12,643	15,997	12,811	28,808	72,541	20,101	92,642
Ontario:												
Cities over 25,000	26,803	4,339	31,142	4,650	2,577	7,227	7,115	5,283	12,398	38,568	12,199	50,767
Cities of 10,000 to 25,000	4,719	529	5,248	666	98	764	1,092	817	1,909	6,477	1,444	7,921
Towns of 1,000 to 10,000	12,442	878	13,320	1,020	202	1,222	3,300	2,345	5,645	16,762	3,425	20,187
Rest of Province	3,951	204	4,155	219	39	238	1,140	786	1,926	5,310	1,029	6,339
Total for Province	47,915	5,950	53,865	6,555	2,916	9,471	12,647	9,231	21,878	67,117	18,097	85,214
Manitoba:												
Cities over 25,000	6,906	536	7,442	2,549	512	3,061	606	607	1,213	10,061	1,655	11,716
Cities of 10,000 to 25,000	1,077	89	1,166	35	25	60	267	242	509	1,379	356	1,735
Towns of 1,000 to 10,000	959	84	1,043	12	22	34	190	149	339	1,161	255	1,416
Rest of Province	3,983	199	4,182	177	70	247	883	799	1,682	5,043	1,068	6,111
Total for Province	12,925	908	13,833	2,773	629	3,402	1,946	1,797	3,743	17,644	3,334	20,978
Saskatchewan:												
Cities over 25,000	2,599	440	3,039	159	49	208	536	541	1,077	3,294	1,030	4,324
Cities of 10,000 to 25,000	731	123	854	45	17	62	171	168	339	947	308	1,255
Towns of 1,000 to 10,000	1,341	150	1,491	80	39	119	301	286	587	1,722	475	2,197
Rest of Province	2,463	203	2,666	231	37	268	593	586	1,179	3,287	826	4,113
Total for Province	7,134	916	8,050	515	142	657	1,601	1,581	3,182	9,250	2,639	11,889
Alberta:												
Cities over 25,000	4,796	499	5,295	5,301	195	5,496	628	566	1,194	10,725	1,260	11,985
Cities of 10,000 to 25,000	578	17	595	143	7	150	120	84	204	841	108	949
Towns of 1,000 to 10,000	437	55	492	27	11	38	135	93	228	599	159	758
Rest of Province	1,879	188	2,067	176	54	230	386	260	646	2,441	502	2,943
Total for Province	7,690	759	8,449	5,647	267	5,914	1,269	1,003	2,272	14,606	2,029	16,635
British Columbia:												
Cities over 25,000	6,097	584	6,681	6,339	274	6,613	904	1,035	1,939	13,340	1,893	15,233
Cities of 10,000 to 25,000	220	65	285	119	20	139	37	61	98	376	146	522
Towns of 1,000 to 10,000	1,936	155	2,091	668	146	814	449	329	778	3,053	630	3,683
Rest of Province	2,640	173	2,813	1,584	84	1,668	529	422	951	4,753	679	5,432
Total for Province	10,893	977	11,870	8,710	524	9,234	1,919	1,847	3,766	21,522	3,348	24,870

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FULLY EMPLOYABLE PERSONS
TABLE A-III

NUMBERS OF PERSONS REPORTED AS FULLY EMPLOYABLE AND IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED, IN EACH OF THE CITIES OF OVER 25,000 POPULATION DURING THE MONTH OF MARCH, 1937. COMPARABLE TOTALS FOR FEBRUARY, 1937, AND FOR SEPTEMBER, 1936, THE FIRST MONTH OF THE REGISTRATION, ARE ALSO GIVEN.

NOTE: The following figures include all Classes of Fully Employable Persons Shown in Table A-I

City	NUMBER OF PERSONS REPORTED FULLY EMPLOYABLE				
	March, 1937			February, 1937	September, 1936
	Male	Female	Total	Total	Total
Prince Edward Island	--	--	--	--	--
Nova Scotia					
Halifax	1,656	536	2,192	2,254	1,975
New Brunswick					
Saint John	918	274	1,192	1,256	--
Quebec					
Hull	995	282	1,277	1,389	1,288
Montreal	45,540	13,021	58,561	60,121	52,979
Quebec	4,891	1,175	6,066	5,626	5,493
Sherbrooke	163	65	228	241	465
Three Rivers	1,561	375	1,936	1,894	1,422
Verdun	2,579	571	3,150	3,183	2,918
Ontario					
Brantford	978	174	1,152	1,264	1,220
Fort William	655	156	811	872	606
Hamilton	3,702	619	4,321	4,545	3,850
Kitchener	506	92	598	632	488
London	1,393	268	1,661	1,735	1,151
Ottawa	4,101	1,082	5,183	5,181	4,186
Toronto	23,127	8,948	32,075	32,904	28,801
Windsor	4,106	860	4,966	5,230	5,504
Manitoba					
Winnipeg	10,061	1,655	11,716	11,332	10,466
Saskatchewan					
Regina	2,254	666	2,920	2,890	2,384
Saskatoon	1,040	364	1,404	1,409	1,092
Alberta					
Calgary	6,231	639	6,870	6,763	4,558
Edmonton	4,494	621	5,115	4,983	3,326
British Columbia					
Burnaby	1,378	339	1,717	1,694	1,503
Vancouver	11,138	1,378	12,516	12,704	8,802
Victoria	824	176	1,000	1,024	769

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NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to which

the Dominion Government Contributed

for the Month of March, 1937.

SECTION B

Relating to Farm Resident Operators and their Dependents in receipt of Agricultural Aid.

The Class of Persons dealt with in Section B may be defined as follows: "Farmers of either sex and their dependents, operating and living on farms. The term 'Farmers' does not include the persons who habitually work at wages for operating Farmers, nor does it include persons who previously operated farms but who have now abandoned that pursuit - both these classes being covered in Section A if reported fully employable, and in Section C if reported only partially employable or fully unemployable".

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FARM OPERATORS

TABLE B-I

CLASSIFICATION OF FARM RESIDENT OPERATORS AND THEIR DEPENDENTS, IN RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE, TO WHICH THE DOMINION CONTRIBUTED, DURING THE MONTH OF MARCH, 1937

Summarized Statement of all Persons of Either Sex (Together with Their Dependents) who Operate, and Live on, Farms.

PROVINCE	HEADS OF FAMILIES	INDIVIDUAL CASES	DEPENDENTS OF HEADS OF FAMILIES		TOTAL PERSONS
			Wives	Others	
Prince Edward Island	83	5	64	370	522
Nova Scotia	--	--	--	--	--
New Brunswick	--	--	--	--	--
Quebec	7,618	481	7,242	35,963	51,304
Ontario	4,906	946	4,592	17,177	27,621
Manitoba	4,719	355	4,456	14,640	24,170
Saskatchewan	35,218	4,991	32,611	108,735	181,555
Alberta	6,604	941	6,151	21,653	35,349
British Columbia	2,195	507	2,068	5,468	10,238
ALL PROVINCES	61,343	8,226	57,184	204,006	330,759

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FARM OPERATORS

TABLE B-II

SEPARATION ON THE BASIS OF DROUGHT AND NON-DROUGHT DISTRICTS OF ALL PERSONS IN RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE IN THE PRAIRIE PROVINCES AS SHOWN IN TABLE B-I, TO WHICH THE DOMINION CONTRIBUTED DURING THE MONTH OF MARCH, 1937.

PROVINCE	NUMBER OF PERSONS ON AGRICULTURAL AID		PERCENTAGE OF PROVINCIAL AGRICULTURAL AID TOTAL	
Manitoba:				
In Drought Districts	11,833		49.0	
In Non-Drought Districts	12,337		51.0	
Total		24,170		100
Saskatchewan				
In Drought Districts	134,610		74.1	
In Non-Drought Districts	46,945		25.9	
Total		181,555		100
Alberta				
In Drought Districts	15,800		44.7	
In Non-Drought Districts	19,549		55.3	
Total		35,349		100
3 Provinces Combined:				
In Drought Districts	162,243		67.3	
In Non-Drought Districts	78,831		32.7	
Total		241,074		100

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NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to which

the Dominion Government Contributed

for the Month of March, 1937.

SECTION C

Relating to Persons not fully employable; in receipt of Material Aid, other than Farm Resident Operators in receipt of Agricultural Aid.

The Class of Persons dealt with in Section C may be defined as follows:

"(A) Heads of Families and Individual Persons reported as Partially Employable, i.e., of doubtful employability;

(B) Heads of Families and Individual Persons reported as Fully Unemployable;

(C) Non-worker Type Dependents, who consist of (i) Wives; (ii) Children under 16 years; and (iii) Other Dependents 16 years and over, i.e., young people at school full time, unemployable dependent adults, aged dependents, and other non-worker type dependent adults, such as sisters, mothers, aunts, or other such relatives of the Family Head."

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PARTIALLY EMPLOYABLE AND UNEMPLOYABLE PERSONS

TABLE C-1

CLASSIFICATION OF PARTIALLY EMPLOYABLE AND FULLY UNEMPLOYABLE PERSONS (EXCLUSIVE OF FARM RESIDENT OPERATORS AND THEIR DEPENDENTS) IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED, DURING THE MONTH OF MARCH, 1937.

Summarized Statement of All Persons of Either Sex of the Non-Farm Population (other than Wives and other Non-Worker Dependents) who Were Reported by Local Relief Authorities as (a) Partially Employable for Physical or Mental Causes: or (b) Unemployable for Physical or Mental Causes

	PARTIALLY EMPLOYABLE (Of Doubtful Employability)				FULLY UNEMPLOYABLE			TOTAL
	Heads of Families	Individual Cases	Dependents Previously Employed	Total	Heads of Families	Individual Cases	Total	
DOMINION SUMMARY:								
Cities over 25,000	9,729	7,898	1,543	19,170	3,925	4,921	8,844	28,014
Cities of 10,000 to 25,000	2,650	805	280	3,735	1,574	776	2,150	5,885
Towns of 1,000 to 10,000	5,313	1,348	671	7,332	2,904	1,001	3,905	11,237
Rest of Provinces	6,280	2,254	499	9,015	2,515	1,599	4,113	13,128
Total	23,972	12,285	2,993	39,250	10,714	8,297	19,011	58,261
DETAIL BY PROVINCES								
Prince Edward Island:								
Cities over 25,000	---	---	---	---	---	---	---	---
Cities of 10,000 to 25,000	246	28	---	274	11	12	23	297
Towns of 1,000 to 10,000	---	---	---	---	---	---	---	---
Rest of Province	61	15	2	78	77	116	193	271
Total	307	43	2	352	88	128	216	568
Nova Scotia:								
Cities over 25,000	75	26	17	118	5	2	5	123
Cities of 10,000 to 25,000	14	5	5	24	7	4	11	35
Towns of 1,000 to 10,000	142	67	36	245	31	16	47	292
Rest of Province	---	---	---	---	---	---	---	---
Total	231	98	58	387	41	22	63	450
New Brunswick:								
Cities over 25,000	181	11	29	221	63	7	70	291
Cities of 10,000 to 25,000	46	13	7	66	9	3	12	78
Towns of 1,000 to 10,000	25	5	4	34	1	---	1	35
Rest of Province	---	---	---	---	---	---	---	---
Total	252	29	40	321	73	10	83	404
Quebec:								
Cities over 25,000	3,068	1,182	804	5,054	640	208	848	5,902
Cities of 10,000 to 25,000	639	128	108	875	259	65	304	1,179
Towns of 1,000 to 10,000	664	180	180	974	348	83	431	1,405
Rest of Province	1,396	171	188	1,755	492	192	684	2,439
Total	5,767	1,611	1,280	8,658	1,719	548	2,267	10,925
Ontario:								
Cities over 25,000	2,922	1,880	465	5,215	2,030	1,708	3,738	8,953
Cities of 10,000 to 25,000	1,211	436	131	1,778	948	591	1,534	3,312
Towns of 1,000 to 10,000	3,465	720	350	4,535	2,088	680	2,768	7,301
Rest of Province	1,705	488	113	2,307	941	485	1,426	3,733
Total	9,303	3,463	1,059	13,825	6,007	3,464	9,456	23,299
Manitoba:								
Cities over 25,000	705	1,226	57	1,988	124	582	706	2,694
Cities of 10,000 to 25,000	169	36	8	213	36	15	51	264
Towns of 1,000 to 10,000	169	24	12	207	35	6	41	248
Rest of Province	833	247	39	1,119	164	91	255	1,374
Total	1,876	1,533	116	3,527	359	694	1,053	4,580
Saskatchewan:								
Cities over 25,000	652	344	52	1,048	425	331	756	1,804
Cities of 10,000 to 25,000	225	79	6	308	104	57	161	469
Towns of 1,000 to 10,000	455	138	50	643	198	57	255	898
Rest of Province	1,109	409	83	1,601	395	202	597	2,198
Total	2,439	970	191	3,600	1,122	647	1,769	5,369
Alberta:								
Cities over 25,000	694	988	63	1,745	136	461	597	2,338
Cities of 10,000 to 25,000	61	25	5	91	12	6	18	109
Towns of 1,000 to 10,000	75	17	13	105	11	2	13	118
Rest of Province	532	285	36	791	121	83	204	995
Total	1,362	1,315	117	2,792	280	552	832	3,624
British Columbia:								
Cities over 25,000	1,432	2,291	58	3,781	512	1,622	2,134	5,915
Cities of 10,000 to 25,000	41	65	10	106	15	25	56	142
Towns of 1,000 to 10,000	380	245	26	591	198	157	349	940
Rest of Province	647	607	80	1,072	325	460	785	2,185
Total	2,440	3,278	158	5,850	1,040	2,263	3,303	9,182

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NON-WORKER DEPENDENTS

TABLE C-II

CLASSIFICATION OF NON-WORKER TYPE DEPENDENTS OF HEADS OF FAMILIES (EXCLUSIVE OF FARM RESIDENT OPERATORS AND THEIR DEPENDENTS) IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED, DURING THE MONTH OF MARCH, 1937.

NOTE: "Non-Worker Type Dependents" are persons who are either (a) Wives; (b) Children under 16 Years; or (c) Other Dependents over 16 Years attending School Full Time or Dependent Because of Age, Infirmity or Other Cause.

	WIVES	CHILDREN UNDER 16 YEARS	DEPENDENTS OTHER THAN WIVES, OF NON-WORKER TYPE, OVER 16 YEARS	TOTAL
DOMINION SUMMARY:				
Cities over 25,000	91,605	206,747	11,673	310,025
Cities of 10,000 to 25,000	13,405	32,734	2,241	48,380
Towns of 1,000 to 10,000	28,258	69,125	3,373	100,756
Rest of Provinces	25,652	72,294	3,295	101,241
Total	158,920	380,900	20,582	560,402
DETAIL BY PROVINCES:				
Prince Edward Island:				
Cities over 25,000	--	--	--	--
Cities of 10,000 to 25,000	227	612	51	890
Towns of 1,000 to 10,000	--	--	--	--
Rest of Province	333	1,252	40	1,625
Total	560	1,864	91	2,515
Nova Scotia:				
Cities over 25,000	1,225	3,300	130	4,655
Cities of 10,000 to 25,000	286	695	49	1,030
Towns of 1,000 to 10,000	1,173	2,862	186	4,221
Rest of Province	--	--	--	--
Total	2,684	6,857	365	9,906
New Brunswick :				
Cities over 25,000	847	2,233	114	3,194
Cities of 10,000 to 25,000	176	644	35	855
Towns of 1,000 to 10,000	195	487	49	731
Rest of Province	--	--	--	--
Total	1,218	3,364	198	4,780
Quebec:				
Cities over 25,000	36,916	96,044	4,709	137,669
Cities of 10,000 to 25,000	3,562	9,824	557	13,943
Towns of 1,000 to 10,000	4,702	15,030	477	20,209
Rest of Province	5,532	18,719	1,147	25,398
Total	50,712	139,617	6,890	197,219
Ontario:				
Cities over 25,000	39,367	62,319	1,951	93,637
Cities of 10,000 to 25,000	6,134	14,619	959	21,712
Towns of 1,000 to 10,000	16,472	38,552	1,756	56,780
Rest of Province	6,024	17,516	573	24,113
Total	57,997	133,006	5,239	196,242

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NON- WORKER DEPENDENTS

TABLE C-II (Continued, Page 2)

	WIVES	CHILDREN UNDER 16 YEARS	DEPENDENTS OTHER THAN WIVES, OF NON-WORKER TYPE, OVER 16 YEARS	TOTAL
Manitoba:				
Cities over 25,000	7,213	12,626	2,031	21,870
Cities of 10,000 to 25,000	1,204	2,764	244	4,212
Towns of 1,000 to 10,000	1,108	2,548	153	3,809
Rest of Province	4,548	12,228	387	17,163
Total	14,073	30,166	2,815	47,054
Saskatchewan:				
Cities over 25,000	3,362	7,807	833	12,002
Cities of 10,000 to 25,000	919	1,870	231	3,020
Towns of 1,000 to 10,000	1,817	4,513	341	6,671
Rest of Province	3,552	9,230	500	13,282
Total	9,650	23,420	1,905	34,975
Alberta:				
Cities over 25,000	5,279	10,339	927	16,545
Cities of 10,000 to 25,000	631	1,163	63	1,857
Towns of 1,000 to 10,000	504	1,292	98	1,894
Rest of Province	2,331	6,501	291	9,123
Total	8,745	19,295	1,379	29,419
British Columbia:				
Cities over 25,000	7,396	12,079	978	20,453
Cities of 10,000 to 25,000	266	543	52	861
Towns of 1,000 to 10,000	2,287	3,841	313	6,441
Rest of Province	3,332	6,848	357	10,537
Total	13,281	23,311	1,700	38,292

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NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to which

the Dominion Government Contributed

for the Month of March, 1937.

SECTION D

Relating to all Persons in receipt of Material Aid to which the Dominion Government Contributed.

The Class of Persons dealt with in Section D may be defined as follows:

1. A Recapitulation of all persons of whatever category on Aid to which the Dominion contributed, incorporating the tabulation from Sections A, B and C.

2. A statement of numbers of persons of whatever category on Aid to which the Dominion contributed, in each of the Cities of over 10,000 population distributing such Aid.

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RECAPITULATION
TABLE D-1

RECAPITULATION OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED - WHETHER AGRICULTURAL OR OTHER AID - DURING THE MONTH OF MARCH, 1937.

	Total of Employable Persons (From Table A-I)	Total of Partially Employable and Fully Unemployable (From Table C-I)	Total of Non-Worker Type Depdnents (From Table C-II)	Total of All Persons in Receipt of Aid to Which the Dominion Contributed - Exclusiwe of Agricultural (Total of Tables A-I; C-I; and C-II)	Total of Farm Resident Operators and Their Dependents (From Table B-I)	Total of all Persons in Receipt of Aid to which the Dominion Contributed - Whether Agricultural or Other (Total of Tables A-I; C-I; C-II; and B-I)
DOMINION SUMMARY						
Cities over 25,000	168,627	28,014	310,025	506,666		
Cities of 10,000 to 25,000	18,947	5,885	48,380	73,212		
Towns of 1,000 to 10,000	38,195	11,237	100,756	150,188		
Rest of Province	33,711	13,125	101,241	148,077		
Total	259,480	58,261	560,402	878,143	330,759	1,208,902
DETAIL BY PROVINCES:						
Prince Edward Island:						
Cities of over 25,000	-	-	-	-		
Cities of 10,000 to 25,000	183	297	890	1,370		
Towns of 1,000 to 10,000						
Rest of Province	416	271	1,625	2,312		
Total	599	568	2,515	3,682	522	4,204

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RECAPITULATION
TABLE ~~C-III~~ D-1 - (Continued) Page 2.

	Total of Table A-I	Total of Table C-I	Total of Table C-II	Total of Tables A-I; C-I; and C-II	Total of Table B-I	Total of Tables A-I; C-I; C-II; and B-I
Nova Scotia:						
Cities over 25,000	2,192	123	4,655	6,970		
Cities of 10,000 to 25,000	528	35	1,030	1,593		
Towns of 1,000 to 10,000	2,127	292	4,221	6,640		
Rest of Province	-	-	-	-		
Total	4,847	450	9,906	15,203	-	15,203
New Brunswick:						
Cities over 25,000	1,192	291	3,194	4,677		
Cities of 10,000 to 25,000	277	78	855	1,210		
Towns of 1,000 to 10,000	337	35	731	1,103		
Rest of Province	-	-	-	-		
Total	1,806	404	4,780	6,990	-	6,990
Quebec:						
Cities over 25,000	71,218	5,902	137,669	214,789		
Cities of 10,000 to 25,000	5,577	1,179	13,943	20,699		
Towns of 1,000 to 10,000	7,490	1,405	20,209	29,104		
Rest of Province	8,357	2,439	25,398	36,194		
Total	92,642	10,925	197,219	300,786	51,304	352,090

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RECAPITULATION
TABLE ~~XXXX~~ D-1 - (Continued) Page 3.

	Total of Table A-I	Total of Table C-I	Total of Table C-II	Total of Tables A-I; C-I; and C-II	Total of Table B-I	Total of Tables A-I: C-I; C-II; and B-I
Ontario:						
Cities over 25,000	50,767	8,953	95,637	153,357		
Cities of 10,000 to 25,000	7,921	3,312	21,712	32,945		
Towns of 1,000 to 10,000	20,187	7,301	56,780	84,268		
Rest of Province	6,339	3,693	24,113	34,145		
Total	85,214	23,259	196,242	304,715	27,621	332,336
Manitoba:						
Cities over 25,000	11,716	2,694	21,870	36,280		
Cities of 10,000 to 25,000	1,735	264	4,212	6,211		
Towns of 1,000 to 10,000	1,416	248	3,809	5,473		
Rest of Province	6,111	1,374	17,163	24,648		
Total	20,978	4,580	47,054	72,612	24,170	96,782
Saskatchewan:						
Cities over 25,000	4,324	1,804	12,002	18,130		
Cities of 10,000 to 25,000	1,255	469	3,020	4,744		
Towns of 1,000 to 10,000	2,197	898	6,671	9,766		
Rest of Province	4,113	2,198	13,282	19,593		
Total	11,889	5,369	34,975	52,233	181,555	233,788

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RECAPITULATION
TABLE D-1 - (Continued) Page 4.

	Total of Table A-I	Total of Table C-I	Total of Table C-II	Total of Tables A-I; C-I; and C-II	Total of Table B-I	Total of Tables A-I; C-I; C-II; and B-I.
Alberta:						
Cities over 25,000	11,985	2,332	16,545	30,862		
Cities of 10,000 to 25,000	949	109	1,857	2,915		
Towns of 1,000 to 10,000	758	118	1,894	2,770		
Rest of Province	2,943	995	9,123	13,061		
Total	16,635	3,554	29,419	49,608	35,349	84,957
British Columbia:						
Cities over 25,000	15,233	5,915	20,453	41,601		
Cities of 10,000 to 25,000	522	142	861	1,525		
Towns of 1,000 to 10,000	3,683	940	6,441	11,064		
Rest of Province	5,432	2,155	10,537	18,124		
Total	24,870	9,152	38,292	72,314	10,238	82,552

NOTE: (1) 16,234 Dependents reported "at work" are uniformly excluded throughout these statistics.

(2) Fully Employable Individual Persons, together with Fully Employable Family Heads and their dependents, account for 720,039 of the total shown in the Fourth Column of this Table (i.e., 878,143 - see page 1 of C-III).

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ANALYSIS BY CITIES

TABLE ~~CXXV~~ D-II

COMPARATIVE TABLE OF TOTAL NUMBERS OF PERSONS, WHETHER HEADS OF FAMILIES, INDIVIDUAL CASES OR DEPENDENTS OF HEADS OF FAMILIES, IN RECEIPT OF MATERIAL AID TO WHICH THE DOMINION CONTRIBUTED, IN CITIES OF OVER 10,000 POPULATION, IN EACH MONTH FROM SEPTEMBER, 1936, TO MARCH, 1937.

City	September, 1936	October, 1936	November, 1936	December, 1936	January, 1937	February, 1937	March, 1937
Prince Edward Is.							
Charlottetown	115	129	155	774	1,314	1,314	1,370
Nova Scotia							
Glace Bay	758	765	742	807	818	857	846
Halifax	6,651	6,967	7,390	7,894	7,292	7,165	6,970
Sydney	615	686	642	686	723	769	747
New Brunswick							
Moncton	--	--	--	--	1,081	1,199	1,210
Saint John	--	--	--	--	4,814	4,874	4,677
Quebec							
Chicoutimi	6,874	6,701	6,727	6,777	7,154	7,227	7,227
Granby	495	464	498	552	589	621	589
Hull	5,008	4,929	5,318	5,455	5,499	5,476	5,027
Joliette	1,213	1,451	1,092	958	854	865	1,572
Lachine	4,548	4,461	4,638	4,650	4,919	4,880	4,504
Montreal	158,325	159,638	155,134	166,104	173,713	175,280	171,615
Quebec	18,036	18,105	17,740	17,638	15,148	18,355	19,483
St. Hyacinthe	160	234	84	--	506	530	606
St. Jean	1,136	1,134	1,131	1,018	1,045	1,079	1,051
Shawinigan Falls	2,712	2,607	2,759	2,924	2,609	2,301	2,150
Sherbrooke	2,449	2,366	2,170	1,844	1,510	1,214	1,151
Sorel	1,373	1,648	1,691	1,786	1,870	1,737	1,677
Thetford Mines	797	807	838	185	192	371	537
Three Rivers	5,618	5,916	6,212	6,679	6,710	6,904	7,095
Valleyfield	562	562	657	684	747	786	786
Verdun	9,886	9,918	9,778	9,932	10,588	10,481	10,418
Ontario							
Belleville	744	696	880	1,077	1,226	1,267	1,265
Brantford	4,772	4,887	5,012	4,981	4,996	4,768	4,452
Chatham	670	571	541	715	924	1,078	1,082
Cornwall	591	655	643	681	719	753	714
Fort William	2,147	1,986	2,203	2,767	2,902	3,077	2,883
Galt	686	676	720	786	819	718	698
Guelph	2,225	2,301	2,319	2,421	2,442	2,474	2,296
Hamilton	16,306	16,846	17,206	17,771	18,240	17,974	17,257
Kingston	1,101	1,271	1,296	1,599	1,848	1,990	1,974
Kitchener	2,334	2,368	2,412	2,633	2,784	2,703	2,605
London	4,719	5,032	5,445	6,022	6,453	6,408	6,207
Niagara Falls	2,852	3,156	3,271	3,347	3,390	3,368	3,339
North Bay	865	1,132	1,455	1,762	2,012	2,041	1,947
Oshawa	3,447	3,681	3,724	2,976	2,485	2,514	2,385
Ottawa	16,883	17,335	18,187	19,138	19,903	20,094	20,148
Owen Sound	548	505	565	683	877	927	922
Peterborough	1,584	1,560	1,541	1,794	1,913	1,864	1,775
Port Arthur	1,113	1,087	1,228	1,497	1,758	1,993	2,015
St. Catharines	3,010	2,960	3,041	3,205	3,484	3,523	3,442
St. Thomas	766	822	987	1,069	1,204	1,267	1,217
Sarnia	392	419	624	858	974	1,038	968
Sault Ste Marie	2,287	2,168	1,939	1,933	1,922	1,829	1,686
Stratford	1,135	1,137	1,299	1,551	1,658	1,644	1,627
Sudbury	682	588	571	740	1,193	1,309	1,292
Timmins	375	410	538	520	889	1,050	1,064
Toronto	73,853	74,956	76,576	80,602	84,024	84,219	82,026

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ANALYSIS BY CITIES

TABLE ~~XIX~~ D-II (Continued, Page 2)

City	September, 1936	October, 1936	November, 1936	December, 1936	January, 1937	February, 1937	March 1937
Ontario (Continued)							
Welland	544	576	616	720	761	784	794
Windsor	20,520	21,436	21,360	20,774	19,715	18,657	17,779
Woodstock	248	316	328	425	453	469	443
Manitoba							
Brandon	2,189	2,220	2,524	2,842	2,972	2,966	2,944
St. Boniface	2,578	2,566	2,735	2,897	3,129	3,235	3,267
Winnipeg	30,568	31,907	32,742	33,957	35,575	35,899	36,280
Saskatchewan							
Moose Jaw	3,694	3,926	4,151	4,567	4,673	4,756	4,744
Regina	9,714	9,705	9,925	10,651	11,199	11,451	11,504
Saskatoon	5,273	5,531	5,808	6,175	6,497	6,643	6,626
Alberta							
Calgary	12,954	14,478	15,428	15,966	16,414	16,480	16,563
Edmonton	11,208	11,849	12,361	12,987	15,392	14,039	14,299
Lethbridge	1,717	1,612	1,548	1,643	1,903	2,078	2,128
Medicine Hat	472	442	562	674	772	826	787
British Columbia							
Burnaby	4,651	4,623	4,671	4,733	4,840	5,048	5,120
New Westminster	1,312	1,233	1,348	1,374	1,458	1,565	1,525
Vancouver	27,854	29,492	31,259	32,457	32,732	33,418	33,284
Victoria	2,732	2,833	2,955	3,070	3,187	3,292	3,197

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✓ Unemployment – National Employment Com
✓ Housing

H-100
vt-10

C 137785

OFFICE OF THE PRIME MINISTER
CANADA

Ottawa, July 22nd, 1937.

Memorandum for the Prime Minister:

The attached letter (undated) and copy of the Interim Report of the National Employment Commission have come into the office late this afternoon.

A complete index to the report will be found at the beginning of the volume. For your immediate purposes, I believe the conclusions set forth on pages 26 to 28 will be most useful.

On page 14, in discussing the question of low-cost housing, the report states: "As the Government stated on September 10th, 1936, that it accepted certain general principles laid down by the Commission to govern its intended attack on this important branch of the housing problem, it is hoped that action may shortly prove possible."

The report, page 16, lays ~~much~~ stress on the need of larger grants to provide for schemes for training and re-conditioning young men and women in order to increase their employability.

Re public works programmes, the report says, on page 18: "With the rapid improvement taking place in employment conditions in private industry, the Commission decided to recommend that, at this stage of the recovery, not only should there be no expansion in public works programmes, but that there should be a very substantial contraction in the total governmental expenditures for public works projects."

A useful summary of Commission recommendations, together with the date and action taken regarding the same, will be found on pages 3 to 6 of the index.

E. A. P.

E. A. PICKERING

(See letter of A. B. Purvis (1937)
For interim report see Collateral on National Employment Commission)
JC

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Cell - Nat'l Employment Commission

DEPARTMENT OF LABOUR

C137786

Ottawa, January 1938.

The NATIONAL EMPLOYMENT COMMISSION

Summary of main recommendations and comments on these.

I. Registration

Immediately upon its formation the National Employment Commission made plans for a national registration of all persons in receipt of aid to which the Government of the Dominion contributes financially. This registration was carried out for the month of September 1936, in the first instance, and in addition to being kept up to date month by month, a re-registration was carried out in September 1937. All Provinces were included except New Brunswick. The Commission had in mind three objects to be met by the system of registration:

(a) a benefit to local authorities administering aid, in that a review of the details of each particular case would be required periodically;

(b) the securing of data necessary for the Commission to carefully review the problems of re-employment and of aid distribution; and

(c) the provision of much needed statistics for public authorities and other interested parties in reference to the problem of aid.

Contacts with provincial and municipal officials and the experience of the Commission would indicate that all three objects have been met. With the sums of money which it has been necessary for Parliament to vote for the relief of distress in recent years, it is highly important that the data available to those responsible for the expenditure of the funds appropriated by Parliament for this purpose should be as exact and complete as may be secured: the registration first provided this information.

The question might be asked, why was this task not assigned to the Dominion Bureau of Statistics? Several reasons may be cited in reply to such a question. The registration was not intended to be, and has not been, simply a matter of collecting and compiling statistics. Its purpose was, inter alia, to secure a uniform system of registration of cases receiving aid, under the guidance of the National Employment Commission, and to this end it was advisable for the Commission to maintain an intimate connection with the registration in having its own staff to do the work. The success of the enterprise depended upon close co-operation with the provincial and municipal authorities, which was made possible by taking advantage of the contacts with those authorities which were being established by the Commission for other purposes. The work involved was of a volume and character which would have necessitated the creation of a new division in the Dominion Bureau of Statistics in any event, involving the engaging of additional staff and the securing of additional machinery;

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unquestionably the expenditure would not have been reduced under the alternative set-up. The registration was first undertaken at a time when the Bureau was particularly busy on the Western census, which made it doubly difficult for that Branch to undertake the task, while in no sense did the registration involve a duplication of work already being carried on by the Bureau. A further consideration was that by having the work directly under the Commission it was possible to secure quite an amount of clerical and other assistance from the branches of the Department of Labour, without additional cost.

Through the co-operation of employers of labour, information was compiled giving relative information on several phases of employment conditions in Canadian industry. The report was released early in January 1938.

II. Employment Service

It was recommended that the Federal Government should take over the administration of the Employment Service of Canada.

The decisions of the Judicial Committee of the Privy Council regarding the Bennett legislation of 1935 indicated such action by the Dominion Government would be unconstitutional. It was also felt undesirable to take over this Employment Service piecemeal as that would involve more Federal interference in one province than in another. It is far more desirable that such Service should be taken over on a national basis after the necessary constitutional changes have been made.

III. National Advisory Committee

For composition of, and personnel for, Committee.

Two Committees were authorized--the Youth Employment Committee on September 2nd, 1936, and the Women's Employment Committee on November 3rd, 1936--there being five members to each Committee.

IV. Homeless Adults

For a Dominion/Provincial co-operative policy in connection with winter employment of homeless adults and for a Farm Improvement and Employment Plan to carry out that policy.

For supplementary plans to carry out the policy in certain Provinces:

Manitoba
Alberta
British Columbia
Saskatchewan
New Brunswick
Ontario

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IV. Homeless Adults (Cont'd)

For an extension to April 30th of the Farm Improvement and Employment Plan

During the winter of 1936-37 the placements rose to a total of 46,961 persons.(consisting of 8,355 women and 38,606 men) and during the winter of 1937-38 the placements had reached in January, 37,718 persons (consisting of 8,378 women and 29,340 men.) The supplementary plans were responsible for the placement of 6,800 men in the winter of 1936-37 and 2,422 men in the winter of 1937-38.

For a national parkway in the Gatineau. No action was taken on the Gatineau Parkway proposal as it was felt that this should be undertaken as an unemployment relief project in co-operation with the Government of Quebec. The Provincial Government preferred to use its allocation of unemployment relief funds for other purposes and as it has been customary to leave with the Provincial Government the matter of project selection the Gatineau Parkway plan was not forced on Quebec.

V. Housing

For a Dominion Government housing policy including a detailed Home Improvement Plan, and basic principles to govern a low rental housing plan.

The number of loans as of the 15th January, 1938, was 33,830 to a value of $13,195,728.32. It is believed that the above sum represents only one-quarter to one-fifth of the total amount expended as the larger expenditures have come from those who have resources available.

For a detailed low-rental housing plan.

A sub-committee of the Cabinet met members of the Commission and as a result the Commission was asked to submit the following:

Draft legislation to embody the low-rental housing plan.

No action was taken on the Commission's recommendation regarding low-rental housing plan and presumably the Department of Finance will be able to give good and sufficient reasons why this recommendation was not acted upon.

VI. Training and Re-conditioning

For use of balances available under Technical Education Act for training girls in certain Western Provinces.

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For co-operative Dominion/Provincial action in youth re-training plans:

(a) National Volunteer Forestry Service

(b) Young men's urban training centres.

For training centres for urban and extension courses for rural young women

For the carrying out of training projects under Vote 308.

Unit Training

The plans which were considered by the Commission and approved consisted of:

Training in forestry and conservation under the administration of the Forestry Services of the Provinces of British Columbia, Alberta, Manitoba, Ontario, Quebec, New Brunswick and Prince Edward Island.

Technical and practical training in placer and hard-rock mining in the Provinces of British Columbia, Ontario, Quebec and Nova Scotia.

Industrial apprenticeship and learnership courses, coupled with the necessary amount of technical instruction, in the Provinces of Manitoba, Ontario and New Brunswick.

Occupational training and vocational guidance for young unemployed persons in all Provinces except Nova Scotia.

Agricultural training and apprenticeship in the agricultural schools and by placing selected young unemployed persons in farm homes, in the Provinces of Alberta, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia and Prince Edward Island.

Women's training courses for domestic and household work, home-making management, handicrafts and specialized services in all Provinces.

Physical training and health education of varying character, suited to maintain the morale and improve the physical fitness of young people of the region or Province, in all Provinces.

Specialized services, in co-operation with the Employment Service of Canada, for the purpose of ensuring that training plans for young men and women lead up to placement.

b For financial provision during fiscal year beginning April 1, 1937, for a definite program to increase by reconditioning measures the "employability" of relief recipients of all ages; this in substitution of the present practice of indiscriminate grants in aid.

v For a Dominion policy for apprenticeship and learnership including basic conditions to be embodied in plans therefor, and extent of suggested Dominion/Provincial participation therein.

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VI. Training and Re-conditioning (Cont'd)

A sub-committee of the Cabinet met members of the Commission and discussed this recommendation.

For Dominion requirement that Provinces shape their suggestions for such Dominion/Provincial co-operative works projects as are developed for relief purposes along lines which would increase "employability" of relief recipients.

The criticism which may be directed against the Youth Training Plans which were adopted by the Government will be that provision for such training was too limited in its scope. This Youth Training programme was carried out as an experiment and as has been mentioned in the Speech from the Throne, the results have been such that the Government is justified in seeking to extend the scope of these plans during the coming fiscal year.

VII. Public Works.

For a basis to govern the Commission's duties in relation to the public works program and to public works projects for the coming fiscal year.

For an over-all contraction in the 1937-38 public works program.

For further consideration of Commission's previous recommendations in view of developments; along with a clarification and amplification of those recommendations.

There will no doubt be criticism that by reducing its public works program, based on the National Employment Commission's recommendations, the Government has been responsible for keeping out of employment a large number of men who might have found jobs had a more extensive program of public works been undertaken. An impending shortage of skilled workers in the building trades, coupled with signs of a general improvement in the volume of construction, made it seem desirable to avoid increasing the shortage of skilled mechanics and in that way placing obstacles in the way of private building enterprise. An increase of over forty per cent (40%) in the volume of building carried out in Canada during 1937 would indicate that this precautionary move was justified.

VIII. Agricultural Relief

For Dominion/Provincial conferences with Provinces of Ontario and Quebec to develop the situation regarding so-called "Farmers" on relief, including a detailed plan of action to be considered at such conferences.

No such conferences were held.

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VIII. Agricultural Relief (Cont'd)

On December 15, 1936, letters were sent to the Premiers of the Provinces of Ontario and Quebec, suggesting that such conferences be held and asking for their views but as no encouragement was received in reply the matter was therefore dropped.

IX. Audit of Relief Expenditures

For a current audit in the field to replace the present post-audit at Ottawa.

Representatives of the office of the Comptroller of the Treasury have been carrying on such current audit in the field.

X. Organization and Co-ordination of Aid

For conditions to be attached to future Dominion grants-in-aid to the Provinces, including a complete plan for the better organization of aid to which the Dominion contributes.

Conferences have been held with the Provinces at which a representative of the Commission was present.

As a result of these conferences new agreements covering grants-in-aid to the Provinces have been drafted and forwarded to the Provinces for signature. This has been during the last few days and replies have not yet been received.

XI. Publicity

To supply the public demand for information regarding the studies and work of the Commission, and to show by charts the relief situation and the current position of building and employment, seven bulletins have been issued and circulated.

The subjects discussed therein are as follows:

Unscrambling the Business of Relief--July

Why Registration?--August

The Immediate Need--September

Lost Residence--October

Planning for Employment--November

The Long View--December

Canadian Industry tells of Employment Conditions--January

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XII. Labour Organizations

Finally, in their submissions to the Government at their annual meetings with members of the Government, held during the last three weeks, four of Canada's leading labour organizations expressed approval of the work of the National Employment Commission (see attached excerpts from these submissions.)

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C 137793

EXTRACT FROM MEMORANDUM SUBMITTED TO THE GOVERNMENT OF CANADA BY THE CANADIAN FEDERATION OF LABOUR
18 January 1938

The National Employment Commission

3. Although distress due to unemployment remains Canada's most urgent social problem it is apparent that the Government's policies have helped to stimulate industrial recovery and to make work, and that the measures adopted on the advice of the National Employment Commission have done much to put men into jobs, to systematize relief, and to reduce unemployability. The Federation hopes that when the National Employment Commission has fulfilled its original assignment it will be maintained as a permanent advisory body, for the purpose of studying methods of liquidating rather than alleviating unemployment. It is suggested that the work done by the Commission up to this time should be regarded as of a preliminary nature and that the more important task remaining to be done is to devised ways and means of protecting the workers (and incidentially the taxpayers) against the calamitous effect of a repetition of the cyclical slump from which we are now emerging.

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C 137794

EXTRACTS FROM MEMORANDUM OF LEGISLATIVE PROGRAMME PRESENTED TO THE PRIME MINISTER AND MEMBERS OF THE DOMINION CABINET BY THE EXECUTIVE COUNCIL OF THE TRADES AND LABOR CONGRESS OF CANADA, on January 14, 1938

Housing:-The admitted success of present housing legislation, including the plan for renovating buildings advanced by the National Employment Commission, indicate both the need for housing and the volume of work which may be afforded through meeting that need. .....

National Employment Commission:-Our Congress endorsed the setting up of the National Employment Commission as a constructive attempt to deal with the different branches of the unemployment problem. The Interim Report of that body recently published, gave promise of results from its studies in the first year of its operations. Recent press statements indicate, however, that the Commission will shortly file a final report following which it will cease to exist. We feel that unemployment among youth and among female workers, the problem of homeless men and the distribution of relief (to mention only a few features of unemployment) require constant review and frequently changed methods of Governmental attack, and hence we trust that, even though the National Employment Commission may feel that it has about finished its work, the Government will continue to provide some suitable agency or agencies to carry forward the studies started by the Commission, with a view to applying broader remedies to unemployment than were applied in the first several years of the depression.

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C137795

EXTRACT FROM THE MEMORANDUM OF PROPOSED LEGISLATION SUBMITTED BY THE DOMINION JOINT LEGISLATIVE COMMITTEE OF THE RAILWAY TRANSPORTATION BROTHERHOODS, Jan. 14, 1938

10. Unemployment Relief Measures.

.....We desire to express our appreciation for the relief measures undertaken and carried out by the Federal Government during the past year and also for the very effective work done by the National Employment Commission.

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EXTRACTS FROM MEMORANDUM SUBMITTED TO THE DOMINION GOVERNMENT BY THE ALL CANADIAN CONGRESS OF LABOUR, Jan. 20, 1938

C 137796

Unemployment and Relief

14. The problem of unemployment remains a serious one, in spite of the improvement in the situation which has taken place during the past year, and the Congress believes that it will not be solved until the economic survey previously recommended has been made, and a new basis found for the operation of the industrial process. The Congress desires, however, to commend the activities of the National Employment Commission, and the adoption by the Government of a number of proposals made by it in its interim report. It is hoped that the proposals to bring employment services under national administration, and to assist in the provision of low-rental housing, will be adopted. The aid furnished to the building industry through the operation of the Dominion Housing Act and the Home Improvement Loan Act is acknowledged, but the need for a much wider application of these measures is evident, and the Congress will, in another section of its memorandum, make some specific recommendations in this connection.

15. The problem of relief is intimately bound up with that of unemployment, but is is significant that the expenditures on relief have not been reduced in proportion to the reported decrease in unemployment. The Congress is in general agreement with the recommendations of the National Employment Commission with respect to the classification of recipients of relief, and the division of responsibility as between the Federal, Provincial and Municipal authorities. But it would urge that, while every effort is made to provide employment, and to carry out projects for the training and rehabilitation of the unemployed who are otherwise unfit for gainful employment, no attempt be made, in any circumstances, to reduce the standard of living of those who are forced to accept relief. The rising cost of living must be taken into consideration in this connection, and, if necessary, the Federal Government should ensure that there is no increase in the distress of the unemployed and their families. It is apparent that certain provinces and municipalities are, under existing conditions, unable to continue to carry the burden of relief at its present level, and unless this is diminished through employment, increased aid from the Federal Government will be required. In the opinion of the Congress the people of Canada as a whole will endorse such assistance, having determined that those who are in need of relief must be maintained in a reasonably adequate manner.

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(IAN MACKENZIE) TO WLMIC

OFFICE OF THE MINISTER OF NATIONAL DEFENCE C137797

Confidential (JAN 25, 1938)

MEMORANDUM

MIN. FILE

H. Q. FILE 1.

My dear Chief.

1. The National Commission on Employment met yesterday at noon.

2. Mrs Sutherland was not invited to be present.

3. The meeting considered certain amendments to the first report — which the Chairman said had been suggested by Chief Justice Rowell.

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OFFICE OF THE MINISTER OF NATIONAL DEFENCE C137798

MEMORANDUM

MIN. FILE.....

H. Q. FILE.....

2.

4. All the suggestions of Mr. Rowell (included some telephoned yesterday) were adopted. Please see the inclosed

5. The Report as amended by the Rowell suggestions was unanimously adopted by the six Commissioners.

6. Mr. Young and Mr. Maclean suggested that parts C and D of the Report be abandoned

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OFFICE OF THE MINISTER OF NATIONAL DEFENCE C137799 3

MEMORANDUM

MIN. FILE

H. Q. FILE

This was resisted by Purvis Mackintosh Moore and Maurois

7. The Secretary was authorized to get in touch with the Minister of Labour and withdraw certain sheets of the previous report substituting the amended sheets (Rowell suggestions).

8. The Chairman and the Minister were authorized to confer with reference to winding up the Commission

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OFFICE OF THE MINISTER OF NATIONAL DEFENCE C 137806

MEMORANDUM

MIN. FILE.....

H. Q. FILE.....

9. Purvis made the statement that the idea of Dominion responsibility for Unemployment Aid was sold to him by Mackintosh and Duplessis.

10. Purvis and Mackintosh also stated that the Finance Department had approved the financial proposals of the original report. I am certain Mr. Dunning never heard of this.

11. During yesterday's stormy session Mackintosh made

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C137801

OFFICE OF THE MINISTER OF NATIONAL DEFENCE

MEMORANDUM

MIN. FILE.....

H. Q. FILE.....

a charge of "political pressure"
He was immediately challenged
to mention a single instance
where any member of the Board
was subject to political pressure
— and the implication was withdrawn
unconditionally —

12- Mrs Sutherland was invited
to the Evening meeting. She
stood by her dissenting report
to be amended in accordance
with the amended main report.

—

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OFFICE OF THE MINISTER OF NATIONAL DEFENCE C137802

6.

MEMORANDUM

MIN. FILE.....

H. Q. FILE.....

13. The Commission concluded its sessions at 10.30 in practical unanimity with Young and Maclean desiring to support Mrs Sutherland's dissenting report but for the sake of harmony supporting the amended main report.

14. The Government will now receive a report advocating that the administration only and not the financial responsibility of Unemployment Aid should rest with the Federal

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OFFICE OF THE MINISTER OF NATIONAL DEFENCE C137802

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MEMORANDUM

MIN. FILE.....

H. Q. FILE.....

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OFFICE OF THE MINISTER OF NATIONAL DEFENCE C137403

MEMORANDUM

MIN. FILE.....

H. Q. FILE.....

authority. The financial responsibility is left to be determined by the Rowell Commission. To this will be subjoined the dessenting report on a question of principle objecting. Even to the administration being vested in the federal authority - on the ground that administration may involve financial responsibility.

This makes the whole situation much lighter in my opinion from the Governments point of view

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C 137804

January 24, 1938.

Changes in Wording in the Final Report N.E.C. Suggested with the Object of Making Clearer the Intention of the Commission and the Relation of its Recommendations to the Work of the Royal Commission on Dominion-Provincial Relations.

- -

Page 18 - Second Paragraph

Strike out the word "involved" in the second line and insert the words "affords opportunity for".

Strike out the word "was" in the fifth line and insert the words "is thus".

Pages 40 and 41

Under the heading "2. A Functional System" strike out the paragraph on page 40 and the first two paragraphs on page 41.

Third Paragraph - Page 41

Strike out the word "is" in the second line.

After the word "Service" in the fourth line insert the words "has already been invited by the Dominion Government".

Strike out the last part of the sentence commencing with the word "necessarily" in the fourth line and finishing with the word "involved" in the fifth line and insert the words "presumably take into account any change in financial obligations involved in this step".

Strike out all the words after the words "also recognizes that the" in the sixth line and insert the words "establishment of a national system of Unemployment Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion. This further step would necessitate determination by the Royal Commission on Dominion-Provincial Relations of the financial basis on which such a system should be established, and in the light of all relevant considerations, of the wisdom of further constitutional and financial changes. The National Employment Commission does not consider it to be within its competence to express an opinion on these changes, other than to record its considered judgment that if financial and constitutional considerations should permit, the co-ordination of a nationally administered system of Unemployment Insurance and Employment Offices, buttressed by a similarly administered system of Unemployment Aid, would have decisive advantages over the present system in coping with problems of employment and unemployment."

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Page 41

Strike out all the words in the fourth paragraph after "The advantages of" down to the words "as follows" and insert the words "of a functional division of responsibility as above outlined would be as follows:"

Change the first sentence of inset (a) beginning at the word "Dominion" and ending at "involved" to read as follows:

(a) The Dominion, in the flexibility (though not necessarily in the amount) of its revenues and in the broader experience of its administrative officers, is in a better position to meet, than are the Provinces, the highly fluctuating requirements.

Page 42 - Inset Paragraph (d)

After the word "since" in the third line insert the words "experience has demonstrated that".

Strike out the words "are unable to" in the fourth line and insert the words "do not", and before the word "burden" in the same line insert the word "full".

Page 43 - First Paragraph

Strike out the word "will" in the fifth line and insert the words "may be necessary to".

Strike out the word "necessary" in the eleventh line and after the word "readjustments" in the same line insert the words "which may be".

Page 44 - Second Paragraph

Insert the words "there will be continued pressure of" between "that" and "public" on line 5. Also strike out the word "will" at the end of line 5 and substitute the word "to".

Strike out the words "and so bankrupt the Insurance Fund" in the fifth and sixth lines and insert the words "even though these may not be actuarially sound".

Strike out the words "it will forces" in the seventh line and insert the words "there will be pressure for".

Strike out the words "further, if with a nationally administered scheme of Unemployment Insurance, Provinces and/or Municipalities are left responsible for" on the ninth, tenth and eleventh lines and insert the words "in the latter case the burden of".

Strike out the words "it is certain that" in the thirteenth line and insert the words "thus placed upon the Provinces and/or Municipalities, will only add to the".

Strike out the word "benefit" in the fourteenth line and insert the words "insurance benefits".

Strike out the words "will be intensified and reinforced by" in the fourteenth and fifteenth lines.

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Page 44 - Third Paragraph

Strike out the word "Dominion" in the third line and insert the words "nationally administered".

Page 45 - Second Paragraph

Strike out the words "are not" in the second line from the end and insert the words "would not be".

Strike out the words "the Dominion become wholly responsible for" in the second and last line from the end and insert the words "a nationally administered system of".

Page 46

In the eighth line after the word "used" and before the words "To permit" insert the following words:- "Contingent upon assumption by the Dominion Government of administrative responsibility for Unemployment Aid, in order".

Tenth Line from Bottom

Delete the words "The Dominion would provide the labour" and insert "labour, if and when available, would be provided, without additional", and in the ninth line:

Delete the words "when such labour is available among those to whom the Dominion is paying" and substitute "from among those in receipt of".

Page 48 - Second Paragraph

Strike out the words "Unemployment Aid, and the" in the second line.

In the third line after the word "Canada" insert the words "and, as a corollary, of Unemployment Aid".

Page 49 -

Strike out the whole of the first paragraph and insert in its place:-

"It should be emphasized that the limitations of the existing financial and constitutional framework and the broad functions of the Royal Commission on Dominion-Provincial Relations in viewing suggested readjustments in the light of all relevant considerations, are fully recognized. The National Employment Commission feels, however, that it would be failing in its responsibilities if it did not record its opinion, formed out of its experience with problems of employment and "relief" that since the Dominion Government has already invited the co-operation of the Provinces to achieve a national system of Unemployment Insurance it would be in the interests of sound and economical administration that a unified and co-ordinated system of nationally administered Unemployment Insurance, Unemployment Aid and Employment Service be instituted. In stating thus its opinion the Commission is not judging the financial abilities of the various Governments nor the source from which

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of the various Governments nor the source from which the funds should be derived; nor has it given consideration to any compensating readjustments which might be considered a necessary part of such a system: all these matters it considers to be beyond its purview. It is, however, recommending that the Royal Commission on Dominion-Provincial Relations give consideration to the views here expressed, as well as to the many other relevant factors which fall outside the National Employment Commission's terms of reference".

Page 50 - Second Paragraph

Before the word"Aid" insert the words "the administration of Unemployment" at the end of the fifth line.

Page 63 - First Paragraph

Strike out the words "Commission's recommendations regarding the" and insert the words "previously outlined".

Strike out all the words after "Aid" in the ninth line and insert the words "administration were accepted, the maintenance of those engaged under approved plans would be provided by the system of Unemployment Aid".

Page 66 - Last Inset Paragraph

Before the word "responsibility" in the third line insert the word "administrative".

Page 67 - Second Inset Paragraph

Before the word "responsibilities" in the fourth line insert the word "administrative".

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Cee - Natl Employment Commission

C 137808

Ottawa,
January 26, 1938.

Honourable Norman McL. Rogers, P.C., M.P.,
Minister of Labour,
O t t a w a

Sir, -

On behalf of the National Employment Commission and in accordance with the decisions reached at its meeting of 24th January, I have the honour to transmit to you the Final Report of the Commission, including Commissioner Sutherland's dissent to Chapters C and D of Section II.

As requested by you, the Commission has given consideration to the fact that the Royal Commission on Dominion-Provincial Relations is investigating certain questions which have also come within the purview of the National Employment Commission. For this reason the Commission has indicated in its Report where certain action would, in its view, be contingent upon such financial adjustments as may emerge from the Report of the Royal Commission on Dominion-Provincial Relations.

Yours faithfully,

(sgd.) Arthur B. Purvis

Chairman.

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NATIONAL EMPLOYMENT COMMISSION

FINAL REPORT

The Interim Report of the National Employment Commission - embodied in this report for reference purposes as Appendix "A" except for statistical tables, etc., which will be superseded by later information now available - was submitted in July of this year. It contained an outline of Commission activities, along with a summary of its recommendations, from the date of its inception in June, 1936, through to June 30, 1937.

The present - and final - report of the Commission is divided into three sections having the following objectives:-

Section I. To review the employment and relief situations in the light of developments to date; to chronicle the status of Commission recommendations as outlined in the Interim Report, and to indicate what further steps should, in the Commission's view, be taken in the immediate future.

Section II. To examine more permanent plans and policies affecting problems of employment and unemployment under varying economic conditions, and to chronicle the Commission's views thereon.

Section III. To recommend the provision of such administrative machinery as, in the Commission's view, is necessary if its short and/or long range policies are to be given practical implementation.

It is important that it be borne in mind that while provision was made in the National Employment Commission Act of 1936 for the Commission to assume administrative and supervisory functions if the Minister so decided, its functions have in practice been advisory, with the exception only of the promotion campaign in connection with the Home Improvement Plan.

SECTION I

The background accepted by the National Employment Commission for its consideration has been indicated on pages 5 and 6 of its Interim

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Report. Briefly, it may be said that the situation which the Commission had to consider on its formation was as follows:-

> Increasing Canadian employment soundly based on expanding exports at improved prices and on investment of private capital.
>
> Certain spots in which recovery was lagging badly or was absent altogether, namely in agriculture by reason of the persistent drought, and in the construction industry where capital was particularly timid.
>
> Agencies of re-employment, such as the Employment Services, insufficiently developed or co-ordinated, dealing to a large extent with relief labour, and ill-equipped to service the general body of employers and employees.
>
> A system of Aid, to which the Dominion was contributing, which had developed without adequate regard for the causes of distress relieved and with insufficient safeguards - a system which in consequence tended to discourage rather than to encourage re-employment.
>
> A fluctuating and expensive policy of public works for providing employment.
>
> A progressive deterioration in the employability of those in receipt of Aid, and a growing concentration of unskilled workers and older age groups in the larger urban centres.
>
> An emergency winter problem of single homeless adults for whom seasonal employment had not improved sufficiently and who tended to concentrate, as a result, in the urban areas.

To meet these conditions the Commission formulated its immediate attack by recommending the following:-

> A comprehensive housing policy embracing the Home Improvement Plan and assistance for low rental housing for those unable to afford to pay an economic rent, this as a means of stimulating employment in the construction industry in which there was the greatest lag.
>
> A thorough modernization and extension of the Employment Services under unified Dominion administration as a means of increasing placements in industry, of developing co-operative local plans for rehabilitation purposes, and of handling certain problems in connection with Unemployment Aid.
>
> A revision of the system of Dominion Grants-in-Aid with the object of ensuring that Aid is not given haphazardly but is directed to remedying the effects arising from varying causes of distress, and as a part of a co-operative Dominion-Provincial-Municipal programme for moving people back to a self-supporting basis.
>
> A nation-wide Dominion-Provincial programme, including a multiplicity of local attacks by public bodies working in co-operation with industry, having as its purpose the

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training of the younger age group, the restoration of skill, physique and morale of the middle age group, and the maintenance of the older age group in work of a nature useful to the community. Such plans to be shaped so as to increase the general employability of workers of all ages.

A curtailment at this stage of the recovery of public works, where developed primarily for the purpose of providing employment, this so as to relieve the public exchequer and relief funds for more effective and fundamental attacks on the problem of unemployment.

And, finally, as a temporary expedient, a farm placement plan and/or supplementary plans operating in connection with the primary industries, as a means of relieving the emergency winter problem of the single homeless adult concentrations in urban areas.

The Commission's anticipations in regard to industrial recovery, in the light of the readjustments which had already taken place at the time it was appointed, have been fully realized during the current year.

Employment has increased at a rapid rate. By October 1, 1937, the unadjusted index of employment issued by the Dominion Bureau of Statistics, applicable to numbers of wage-earners in employment, had once again reached the same level as on October 1,1929. The November 1, 1937, comparison was even more favourable and, when adjusted for seasonal influences, the index is now higher than for any month since the summer of 1929. This improved situation does not mean that the unusually full degree of employment enjoyed in 1929 has as yet been regained, since there has been a growth in population in the interval. It does mean, however, that employment opportunities have reached an approximately comparable level to that attained in 1927-8, when conditions were considered definitely favourable. The physical volume of production has also been running at, or near, the 1929 level. The improvement in employment is widely distributed, being especially marked in the logging (particularly pulpwood cutting) and mining industries, where indeed it has been achieving new records. In manufacturing, trade and services the index is also at, or above, the 1929 level. In the construction industry, though a very rapid improvement has taken place this year, the 1929 level has not yet been reached. Only in the fields of transportation and communication was there a serious lag

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in the employment recovery in relation to the average increase.

Geographically the improvement is also widely spread, being particularly marked in the Maritime Provinces, British Columbia, Ontario and Quebec. In the Prairie Provinces the upturn has been less marked, and especially so in Saskatchewan where the effects of the prolonged drought period are still holding back recovery despite a better price level for farm products.

Under such circumstances the numbers receiving Aid to which the Dominion contributed have naturally shown a continuous drop during the year. In the non-agricultural field the number of such fully employable persons in receipt of Aid has decreased from 206,423 in September, 1936, to 115,246 in September, 1937, or approximately 45%. The corresponding decrease from March, 1937, the month at which in recent years the figures of those receiving Aid have been at their highest level, to September, 1937, was over 55% - by far the best improvement in this period shown in any previous year of the depression and recovery period.

The number of distressed farm operators and their dependants receiving Agricultural Aid, to which the Dominion contributed, increased from 248,327 in September, 1936, to 303,270 in September, 1937. Analysis shows this increase to be entirely due to the effect of the continued drought conditions in Saskatchewan, where the number receiving Agricultural Aid in September, 1937, was 269,207, against 130,394 in September, 1936.

. . . . . .

The status of Commission activities under the various categories of its duties dealt with in the Interim Report is shown below, along with an outline of the immediate further steps which are in its view required.

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A. NATURE AND EXTENT OF THE PROBLEM

Registration of those on relief.

Work on the monthly national classification of persons on relief under three categories:-

employable persons unemployable persons or persons of doubtful employability, and non-working dependants	)	in receipt of Unemployment Aid
and		
farm resident operators and their dependants	)	in receipt of Agricultural Aid

has been continued and developed to a point where it will from now on be possible under normal conditions - subject to continued prompt co-operation of Provincial and Municipal authorities, the necessity for which was stressed on page 16 of the Interim Report - to publish a preliminary report giving approximate figures applicable to a given month within 5 or 6 weeks after the end of that month, followed some few weeks later by a report giving final figures.

For the month of September the complete annual re-registration was taken. This is permitting of a further improvement in the breakdown achieved.

The Commission is more than ever seized with the necessity of maintaining and improving the record of all those receiving governmental Aid or Assistance, in view of the background this provides for arriving at remedial measures applicable to each different type of distress, or, where remedial action is impossible, for the care of differing groups on a permanent basis.

War Veterans

The Commission, in conjunction with the Department of Pensions and National Health, has also registered veterans throughout Canada who were in receipt of small pensions and were being given additional Unemployment Assistance from that Department. The information sought was comparable to that obtained in respect to those receiving Unemployment Aid through the Provinces or Municipalities, and a considerable amount of data requested by the Minister of Pensions and National Health has been made available.

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Comprehensive information regarding the status of war veterans, whether receiving Aid through Provinces and/or Municipalities or through the Dominion Department of Pensions and National Health, has also been furnished to the Veterans' Assistance Commission as required.

Employers' Questionnaire

The work of abstracting and printing the information obtained from the Employers' Questionnaire referred to in the Interim Report has now been completed. The record is being put in the hands of interested parties in order to provide a background for appropriate action connected with employment questions.

Taxation

The appointment of the Royal Commission on Dominion-Provincial Relations has resulted in the absorption by that body of the expert engaged in preparing the objective and independent taxation analysis referred to in the Interim Report (page 9). The extensive work done during the last twelve months will undoubtedly be of considerable value to the new Commission.

B. PRACTICAL MEASURES TO INCREASE EMPLOYMENT

Housing

(i) Home Improvement Plan

Loans under this Plan during the first year of operations, i.e., to October 31,1937, numbered 29,963, having a total value of $11,721,129. Bearing in mind that this includes the initial period of operation of the plan, also that loans made on the Dominion guaranteed basis represent only from one-quarter to one-fifth of the total amount expended - in that much the larger body of expenditures comes from those who already have resources available or who can secure bank credits without their coming under the Dominion Government guarantee -

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it is evident that the original Commission estimate of total expenditures stimulated for the period ending March 31,1938, of from $60,000,000 to $75,000,000, will be attained. The success already achieved is undoubtedly to an important degree due to the co-operation of financial and industrial concerns in providing the large promotion fund required to launch the Plan, and perhaps even more to the able voluntary work of the Provincial and local non-political committees which were set up from one end of Canada to the other in order to ensure public knowledge of the facilities provided. The Commission feels that the accomplishments of these Committees in connection with the Home Improvement Plan represent a worthwhile demonstration of the degree of co-operation which public-spirited citizens are prepared to give in any nation-wide non-political effort to overcome the effects of the recent depression, an attitude which should be kept well in mind in connection with the rehabilitation and training programme dealt with below under the heading "Plans to Increase Employability".

While it is not suggested that the Home Improvement Plan is in any way solely responsible for the improvement in employment in the construction industry, it is of interest to note that the Dominion Bureau of Statistics employment index figure for that industry rose from 99.6 on November 1,1936, to 131.7 on November 1, 1937, while a shortage in skilled labour of the type particularly applicable to residential improvement work developed during the summer months in many centres throughout the country.

(ii) New Construction

The Commission had no active part in the promotion of the Dominion Housing Act. It is, however, of interest to note that appreciable progress was made in the use of the facilities provided thereunder during the year. Undoubtedly, this has also had an important effect on employment in the construction industry.

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However, the revival of activity in house construction has not kept pace with the revival in other lines. Despite the shortage of housing in most parts of the country, people show little disposition to invest money in this field. There are several reasons for this attitude:-

I. The high cost of building a home, resulting in it being generally far beyond the cash resources of the would-be owner, and necessitating his investing all his savings and pledging his future earnings over an extended period of time;

II. The uncertainty of many citizens as to how long it will be convenient for them to live in a given locality, having regard to possible changes in their place of work;

III. The difficulty for the owner in getting his investment out of a house, if circumstances should require him to dispose of it;

IV. The uncertainty as to whether a given locality will as years go by become a more or less desirable neighbourhood in which to live,

V. The high rate of taxation on real estate, resulting in few people caring to risk their savings in an investment that may involve a complete loss if they find themselves unable to pay these imposts.

These conditions mean that only those who have reasonable assurance of income over an extended period, and in the same locality, feel justified in building homes for themselves.

Under these circumstances, where an industry employs a number of men in a given locality, there may be room for efforts similar to those already made by various industrial concerns to provide housing accommodation for their workers, in that the employer's interest in the locality is often of a more permanent nature than that of the individual worker. In such cases, however, experience has shown that it is better that rentals should be fixed at economic rates for the accommodation provided, in order that other building by private interests is not discouraged.

The Commission's recommendation in regard to provision of accommodation on a rental basis for those unable themselves to afford an economic rent - often associated with slum clearance - is unchanged from the broad outline given on pages 11 and 12 of the Interim Report. The

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Commission feels that action in this field - while conditions are favourable - along some such lines as it has suggested, is necessary. This view is based on the fact that the lack of adequate housing facilities for this category of citizen is undoubtedly a breeder of unemployment. The plan developed by the Commission for an initial experiment is attached to this report as Appendix "E".

The accelerated development from time to time of a forward looking programme for slum clearance and low rental housing schemes in urban areas - whenever an expansion of public expenditures becomes desirable because of future variations in economic conditions - is dealt with under Section II in the Chapter entitled "Public Expenditures".

Farm Improvement and Employment, and Supplementary Plans

The Farm Improvement and Employment Plan, under which well over 50,000 men and women were placed on farms during the winter months of 1936-37, resulted in a very considerable number continuing at work during the summer months in the positions in which they were placed. The need for similar action this winter will probably be appreciably less than was the case last year, but the Commission has recommended utilization of the Plan afresh during the current winter as an effective and relatively inexpensive instrument for meeting a real need. Placements have already started in the Western Provinces.

Dominion-Provincial co-operation in supplementary plans involving work in connection with primary industries, including the tourist industry, may also be necessary again this winter to meet the seasonal position.

The Tourist Trade

In exploring the employment field for new occupations or enlarging opportunities for employment, the attention of the National Employment Commission was particularly drawn to the tourist trade. The estimated value of three hundred million dollars for the tourist trade for 1937 places it in one of the leading positions among the industries of Canada. The tourist trade is not in itself an industry

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in the strict sense that agriculture, mining and other industries are. It is mainly a contributory factor to the increase in volume and value of the products of many other industries and services. The hotel and restaurant business, transportation, amusements and retail trades are those that benefit most.

The attraction of tourists presents a supplementary business opportunity to some parts of the country, such as seashore and lake and forest areas, relatively unsuitable to many other forms of industrial activity.

Because the trade benefits all the people of Canada, and because tourists visit Canada, not Provinces of Canada, and tour at will across Provincial boundaries, the Commission is of the opinion that the Dominion government might be well-advised to bring about a co-ordinated national effort to stimulate the tourist trade. The Commission is of the further opinion that the Dominion might initiate and execute some national projects that would increase the volume of what is known as the tourist trade.

To this end the Commission recommends that the Dominion government set up an Advisory National Tourist Committee, representative of all the Provinces, to advise governmental and other interested bodies respecting policies and administration of such phases of the tourist trade as come within their respective jurisdictions or as may be deemed wise to be brought under Dominion jurisdiction, such advisory committee to be composed of a Minister from each Provincial government, a limited number of citizens interested in developing Canada's resources as attractions, representatives of the Canadian Association of Tourist and Publicity Bureaux, together with one or more Ministers of the Dominion government.

The Commission submits that the following matters should be explored and advised upon:-

National Tourist Highways,

Retail articles attractive to tourists on which import duties should be adjusted to reduce the sale price,

Souvenirs, in order that they may be symbolic of of the products, history, or art of the Dominion,

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Handicrafts, in order that the native crafts and skills may be taught, demonstrated and their products exhibited so as to stimulate their production and sale,

Historic forts and sites, their restoration and marking,

Sports and competitive sports projects,

Accommodation improvement.

Plans to Increase Employability

On pages 12 and 13 of its Interim Report the Commission emphasized the vital importance it attaches at this stage to the increase of "employability" of needy unemployed persons by a nation-wide programme of locally developed efforts -

(a) for the training of youth who have, as a result of depression conditions, never been in gainful occupation, and

(b) for the restoration of skill, physique and morale, particularly of the middle aged group.

At this crucial phase the Commission believes its recommendations for the provision of the necessary administrative unit for the development of such plans, i.e., an adequately modernized Employment Service, and for financial provision for such co-operative Dominion-Provincial plans - in addition to the $1,000,000 already appropriated by the Dominion Parliament in connection with youth training, on the understanding a similar sum would be forthcoming from the Provinces - to be the spearhead of any well-planned effort to dissolve the "hard core" of those receiving Unemployment Aid. Without adequate action along this line the Commission feels any effort, National or Provincial, to discontinue Unemployment Relief, is bound to fail.

In the meantime, and working within the limitations imposed by a lack of an adequate Employment Service, the Commission has co-operated with the Department of Labour in reviewing all Provincial plans for youth training under the appropriation referred to above. Where these plans were found to be in harmony with the general criteria set out on page 13 of the Interim Report, approval was recommended. As a result, plans have been put into effect in all the Provinces

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providing opportunities for training and apprenticeship for those of both sexes between the ages of 16 and 30. These plans have taken the following forms:-

Training in forestry and conservation under the administration of the Forestry Services of the Provinces of British Columbia, Alberta, Manitoba, Ontario, Quebec, New Brunswick and Prince Edward Island.

Technical and practical training in placer and hard-rock mining in the Provinces of British Columbia, Ontario, Quebec and Nova Scotia.

Industrial apprenticeship and learnership courses, coupled with the necessary amount of technical instruction, in the Provinces of Manitoba, Ontario and New Brunswick.

Occupational training and vocational guidance for young unemployed persons in all Provinces except Nova Scotia.

Agricultural training and apprenticeship in the agricultural schools and by placing selected young unemployed persons in farm homes, in the Provinces of Alberta, Manitoba, Ontario, Quebec, New Brunswick, Nova Scotia and Prince Edward Island.

Women's training courses for domestic and household work, home-making management, handicrafts and specialized services in all Provinces.

Physical training and health education of varying character, suited to maintain the morale and improve the physical fitness of young people of the region or Province, in all Provinces.

Specialized services, in co-operation with the Employment Service of Canada, for the purpose of ensuring that training plans for young men and women lead up to placement.

It cannot be too strongly stated that such rehabilitation efforts must be directed towards the absorption of trainees in due course into private industry, or into occupation "on their own", in contrast to methods which result in an increasing dependence upon governmental bodies for the provision of gainful employment.

It will also be apparent that in order to achieve this aim of ultimate absorption into private industry, it is essential that the support of employers and labour or, where established, of Advisory Councils functioning in connection with the Employment Service, be obtained during the formative stage of local attacks on rehabilitation problems.

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Only in this way can such projects as are devised to increase "employability" be kept practical in nature and be confined to the necessitous unemployed (including particularly those on the relief rolls), so permitting of the liquidation of the residual problems arising from the depression relief measures.

In view of its importance, the Commission has, in recent months, discussed this problem with all Provincial governments, and has also taken active steps to educate public opinion as to the necessity for action so as to provide the appropriate background for practical achievement.

This subject of rehabilitation is dealt with at greater length in the Chapter of Section II of the report entitled "Training and Rehabilitation Measures".

Rehabilitation Through Land Settlement

Dominion Government action in the field of Assisted Land Settlement as a factor in the rehabilitation of the unemployed is complicated by the fact that since Crown lands are vested in the Provincial governments, the latter are responsible for their development. Difficulties also arise in that, while Aid is at present given to distressed agriculturists through the medium of the Minister of Labour, the Department of Agriculture is obviously the proper medium for rehabilitation measures of a remedial nature. For this reason the Commission feels that the Department of Agriculture should be utilized as the medium for developing remedial measures to meet the problems of, and for the administration of Aid to, distressed agriculturists, since these in themselves have no direct bearing on the problem of re-employment. The Commission has, as a starting point, divided the statistical record accordingly. It is understood that, in line with this viewpoint, the responsibility for Agricultural Aid and remedial measures in the drought area has already been placed with the Department of Agriculture.

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The Commission has given some study to the general question of land settlement in relation to particular problems of direct relief presently being paid to farmers and settlers, exclusive of those in the drought areas of Western Canada. The Commission's recommendations were as follows:-

I. Assistance to settlement to be shareable by the Dominion, the Provinces and/or the Municipalities, and to be of two kinds, viz:

   A. Assistance in establishing new settlements on unimproved lands.

   B. Assistance in re-establishing on improved lands in good localities, settlers who are now located in districts unsuited for agriculture.

II. In granting Dominion-Provincial-Municipal Assistance under "A" the following plan to be followed:

   1. A survey to be made of all unoccupied lands with a view to determining which might profitably be cleared and devoted to agriculture and which would be better left under forest.

   2. A survey to be made of all drainage projects to determine the possible effects of such drainage on streams and water supply in the districts affected.

   3. Only carefully selected persons to be eligible for Assistance.

   4. The basis of selection to be the suitability rather than the need of the applicant.

   5. Assistance to be given in three ways, namely in the form of:

      (a) Roads, bridges, schools, guidance and advice in their work, to be a free gift to the communities of settlers and not repayable.

      (b) Bonuses for clearing land, and brining it under cultivation, not to be repayable but to vary inversely with the value of the timber removed.

      (c) Advances for buildings, stock, equipment and living expenses. Advances for buildings necessarily to be made as soon as the settler arrives on his lot, but other advances under this heading (c) to be made only as the settler establishes a credit; that is to say: he shall be required to do work on his own land to the value of the amount of credit he asks, before the advance is made. All advances under (c) to be repayable over a period of years at a low rate of interest - the first annual payment to fall due one year after the advance is made. The first three payments should be very small, but should be collected.

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6. In heavily timbered districts a certain percentage of the land cut over to be stumped and brought into cultivation.

7. Local Improvement Districts or Municipalities to be established in new settlements as soon as practicable.

III. In granting Dominion-Provincial-Municipal Assistance under "B" the following is suggested as a suitable plan:

1. Improved lands available for settlement throughout the Dominion to be listed with full particulars as to quality of soil, nature of climate, kind of farming for which it is best adapted, water supply, distance from market and from school, condition of buildings and fences, prices and terms on which land can be bought or rented, taxes and other information that would be of value to any purchaser or tenant. All this information to be made available, free of charge, to intending settlers.

2. Financial Assistance to be accorded to settlers wishing to move from poor districts to improved land in other districts, such assistance not to exceed the cost of moving the settlers and their effects to the new location.

3. Financial Assistance to be accorded for establishing on the land, people, carefully selected as to suitability, who are now living on relief in the cities.

The Commission draws attention to the concluding recommendations and emphasizes that in plans for increasing employability, agricultural rehabilitation must play an important part. As stated on page 14 of the Interim Report, however, it believes that the possibilities of utilization of measures in that field can best be developed locally as part of the proposed nation-wide programme for reconditioning and rehabilitating those still in receipt of Aid.

Public Works

The immediate Commission policy, referred to on pages 14 and 15 of the Interim Report, has been directed towards a contraction in public works programmes at this stage of recovery, where formulated for the purpose of relieving unemployment. Experience

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in this and other countries has shown that such programmes fall short of their objective in that they:-

(1) duplicate the demand for skilled labour of which a scarcity has become evident in many centres, at the very time at which industry needs such skilled workers if it is to absorb the unskilled element still awaiting employment;

(2) overlook frequently the unskilled worker whom they are intended to help, unless the works in question are chosen with unusual care;

(3) create a feeling of dependence upon government for work opportunities and even attract people out of private industry into the field of governmental work;

(4) represent the most expensive method of putting men to work, so tending to restrict employment in private industry because of the discouraging effect of the resultant taxation burden.

The Commission directs special attention to the urgency of its recommendations for correlating Dominion and Provincial Public Works and works projects programmes with financial provision to the Provinces under the Grants-in-Aid for Unemployment Relief, and points out that until this is done unnecessary wastage and overlapping will continue. Such Aid as is provided by Dominion and co-operative Dominion-Provincial programmes should be an integral part of the wider assistance given to that centre and should be dealt with when Grants-in-Aid discussions with the Provinces are taking place. The Commission believes that Dominion and Provincial officials would have a better appreciation of the limitations of public works programmes to meet the requirements of those still in receipt of Aid, if a full and frank discussion took place at that time. Such discussion should evolve criteria by which the often advanced "work and wages" programmes might be evaluated.

In view of the importance of this general subject from a long range point of view also, the problem of employment as related to public works programmes is dealt with in the chapter entitled "Public Expenditures" in Section II of the report.

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C. PRACTICAL MEASURES FOR ENSURING EFFICIENCIES AND ECONOMIES IN THE ADMINISTRATION OF AID

The recommendation of the Commission for handling the existing situation whereby Aid is accorded by the Dominion for the relief of distress by means of Grants-in-Aid to the Provinces was dealt with at some length on pages 15, 16 and 17 of the Interim Report.

At that time it was pointed out that the Commission strongly recommends that, so long as the present constitutional basis exists, the method introduced in 1934 of granting Aid on a temporary basis, without definite or adequate control, should be abandoned by the Dominion and the following basic principles accepted:-

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;

2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the unusual nature or extent of the distress;

3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to -

   (a) careful co-ordination of effort, and

   (b) supervision through the designation of a proper Dominion authority.

The Commission has participated in conferences between representatives of the Dominion Department of Labour and of the respective Provincial governments held for the purpose of discussing new agreements along the lines of the Commission's recommendations. It is hoped that these, when formulated, will promote a greater degree of efficiency in the distribution of Aid.

Preparatory to, and as a basis for, consideration of the changes recommended above, the Commission made an extensive survey of the many factors affecting the need for, and payment of, Aid, Assistance and Relief. This study covered a very wide field and

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embraced such subjects as Dominion, Provincial and Municipal legislation to provide Aid, Assistance and Relief; practices in respect to grants for, and administration of, Aid; the contribution of the numerous welfare agencies to the relief of distress; and an analysis of the working population by geographic distribution, by occupation and industry and by age and sex. Information covering the administrative provisions and procedures and schedules of allowances, etc., to persons in receipt of Aid in more than two hundred typical communities was compiled in collaboration with the Canadian Welfare Council, which had available much basic material. The information compiled on all these and many other matters directly or indirectly affecting the alleviation of distress should be of great value in efforts which the Commission considers might be made to co-ordinate in a practical manner public and private welfare activities.

The appointment of the Royal Commission on Dominion-Provincial Relations affords opportunity for reconsideration of these phases of the work, in that, as previously mentioned, recommendations submitted earlier were framed with a view to their coming within the existing constitutional framework. An entirely new field of possibilities is thus opened up, both in the reconsideration of these recommendations and in the consideration of those relating to co-ordination of Aid, Assistance and Relief, including Voluntary Aid (Page 17, Interim Report).

The Commission's present views on these matters are set forth in three chapters of Section II of this report entitled respectively: "Joint Versus Functional Division of Responsibility for Unemployment Distress"; "Unemployment Insurance and Unemployment and Occupational Aid"; and "Co-ordination of Public Aid, Assistance and Relief with Voluntary Aid".

In this connection the Commission has given thought to the desirability of adopting a standard terminology with a view to a greater clarification of the elements involved. As a result it recommended the use by Dominion, Provincial and Municipal government units of certain new terms set out in page 16 of the Interim Report. It considers that an extension of this effort to clarify the issue should be made along the lines of a special study made for the Commission with the assistance and co-operation of a small advisory committee made up of persons engaged in these spheres of administration work.

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D. MACHINERY TO CARRY OUT RECOMMENDATIONS SUMMARIZED IN THE INTERIM REPORT

Employment Service

The requirement here, as pointed out on page 19 of the Interim Report, is the prompt modernization and extension of the Employment Service of Canada, this with a view to a better linking together of employer and employee; to providing focal points for attacks on local employment problems, and as a means of gauging the relative degree of employability of those in receipt of Aid. In discussions which the Commission has had in recent months, general agreement has been expressed by all Provincial governments as to the unsuitability of the existing set-up, and of the restricted services, of the Provincial Employment Services in fulfilling these vital functions.

The Commission wishes to emphasize the urgency for action. It recommends that the Service be placed immediately under the direction of the Dominion government, both as to controlling principles and broad policies, but with provision for the appointment of strong regional directors, and regional advisory councils, to whom certain decentralized powers would be given, so as to ensure adequate weight being accorded, and attention being paid, to the problems peculiar to particular regions. The success of any nation-wide programme of local plans developed in order to disperse the remaining problem is undoubtedly dependent upon such reorganization.

Co-operative measures with Provinces and Municipalities

Discussion with all Provincial governments and indeed with many Municipal authorities, of the general line of the Commission's attack on the relief problem has shown a very wide measure of agreement as to the suitability of that attack as a medium for meeting the actual local situations involved. In these discussions particular emphasis has been placed by Provinces and by some Municipalities on the local difficulties created for them

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by the existing system of indiscriminate Dominion Grants-in-Aid, and on the necessity for a rehabilitation programme such as the Commission has prepared.

Publicity

Starting in July, 1937, the National Employment Commission issued a bulletin at periodical intervals (having a circulation in English and French totalling approximately 25,000) in order to cover specific phases of its attack on relief and employment problems, and to provide a medium for issuing the monthly statistical breakdown of relief figures and/or other pertinent data.

Irrespective of the existence of the National Employment Commission, it is recommended that factual information be regularly released to the public regarding the numbers of persons and types of distress involved, so as to ensure as wide an understanding as is practicable of the extent and nature of the problem.

E. WOMEN'S EMPLOYMENT COMMITTEE

Coincident with the reduction in the numbers of all persons receiving Aid to which the Dominion contributed, there has been a proportionate decline in the number of women receiving Aid. The registration of fully employable women (other than non-working wives and girls under 16, and other than farm resident operators and their dependants who receive Agricultural Aid) in receipt of Aid for September, 1937, and September, 1936, was as follows:

	September 1936	September 1937
Heads of families	13,773	9,859
Self-dependent Women	6,762	4,390
Female dependants 16 years of age and over in families on relief	25,456	12,366
	45,991	26,615

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The results of the Women's Employment Committee's studies of women's employment problems indicated at an early stage that unemployed women fitted into the general pattern of attack as applied to the whole problem by the National Employment Commission, though the floating migrant class is much less in evidence than in the case of men. It has been more difficult to devise practical schemes of mass employment for women to which the government might give encouragement, as was done for men in the case of the Home Improvement Plan. The Farm Improvement and Employment Plan, however, was designed to cover unemployed women as well as unemployed men and did give employment to as many as 8,355 women in the peak month of March, 1937.

Early in its deliberations the Women's Employment Committee advised the Commission that to fit unemployed women for such employment as was available it would be necessary to give them some training. This recommendation was in line with conclusions reached by the National Employment Commission and was incorporated in their submissions to the government respecting training for the necessitous unemployed.

The Committee also found that a serious lack of balance between urban and rural young women, as distinct from young men, is reflected in unemployment figures in the cities. The 1931 census records the following unmarried population by sex and age groups, rural and urban:-

		Boys	Girls
15-19 -	Rural	266,883	213,956
	Urban	256,455	274,159
20-24 -	Rural	198,687	95,755
	Urban	197,889	186,714
25-30 -	Rural	104,333	34,489
	Urban	109,412	87,260

The Committee accordingly earlier recommended that opportunity through instruction and training be given to farm girls to the end that they might satisfy in their farm environment their normal urge and economic necessity to become self-supporting. This recommendation was also incorporated in the general training scheme submitted to the government by the National Employment Commission.

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The Committee at an early date also drew the attention of the Commission to the inadequacy of the existing Employment Service of Canada to meet the trying demands placed upon it in respect to unemployed women. They endorsed the recommendations of the National Employment Commission for a unified and extended Service. In their final report the vital part which such an improved Service would play in solving the employment problems of women, and the impossibility of successful attainment without it, are strongly emphasized.

In its final report to the Commission the Women's Employment Committee relates education to the potential capacity of the individual to fit herself into gainful occupation to which she will be suited by training and inclination. It urges the closest reliance of educational institutions on the research work of the Employment Service of Canada and on its counsel regarding the labour market and occupational trends. In a word, it thinks that the school which occupies the child's life from infancy to adulthood should assume a greater responsibility in fitting that child for practical entry into gainful occupation, and that such preparation should be closely related to employment needs on leaving school. It expresses the belief also that formal education for the individual should not cease on school leaving. These views coincide in large measure with those of the Commission, and in their broader aspect are touched upon in Section II, Chapter "C", of this report.

The Committee's further examination into the household occupations which provide the largest number of situations to women workers, and which at the moment provide the greatest opportunity for expansion, impresses it with the relative unattractiveness of this vocation to young women as an employment opportunity. It also recognizes the difficulties of reform by legislation of hours of work, standardization of service and skill, and employer-employee relationships such as might make the vocation more attractive. It believes, however, that through the reorganized Employment Service of Canada much practical reform could be brought about voluntarily. It thinks, for example, that

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such voluntary reform could establish standardization in the requirements of household service, standardization of the skill of workers, principles of fair dealing between employer and employee, vocational guidance to direct the right girl into the service, and a follow-up service to readjust malplaced workers.

In the case of the older employable self-dependent women on relief (and most of the 4,390 self-dependent women on relief are in the upper age brackets), the Women's Employment Committee is strongly of the opinion that an assessment of their individual capabilities should be undertaken by trained women placement officers, and opportunities provided for training and retraining for specialized services.

Finally, the Women's Employment Committee is of the opinion that the Dominion government can render a genuine service to all gainfully occupied women, particularly in industry and trade, by establishing in the Dominion Department of Labour a Women's Bureau to undertake research in connection with the employment of women, and to provide the machinery for educating the public to the point that working conditions and wages are improved, all to the end that employment conditions for women may become more attractive.

F. CONCLUSION

In view of the importance at this stage of an understanding of the measures that will be necessary if advantage is to be taken of improved economic conditions to disperse the problems which have arisen in connection with the provision of Unemployment Aid in recent years, the Commission reiterates the four main points involved in that section of its programme:-

(1) Utilization and further development of the statistical breakdown achieved by the Commission since September, 1936, to overcome the present confusion of purpose by segregating the many different types of distress in the different local centres. This to be done with a view to remedial action, and where remedial action is impossible, to a better considered and more permanent basis for taking care of such types of distress.

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(2) Abandonment at once of the present method of making undiscriminating grants for the purposes of the "dole", and substitution therefor of specific grants tying in with the remedial or "care" measures foreshadowed in (1). Such new grants to be made only on a basis of established need, and with adequate administrative controls and follow-up.

(3) Development locally, but on a nation-wide scale, of practical plans, suitable to employment opportunities likely to be available in each region, which will tend to increase the "employ-ability" of those still receiving Aid. This to be done by means of:-

(a) plans to train those in the younger age group who in recent years have lacked experience in gainful working;

(b) plans to restore the skill, physique and morale of those in the middle age group;

(c) works projects which will provide a measure of useful work for those, particularly in the older age groups, for whom plans under (a) and (b) would be unsuitable. This to be on the understanding, however, that such projects will meet the following criteria:-

(i) Importance in stimulating increased non-governmental expenditures; e.g., roads into mining or tourist areas.

(ii) Economic importance in improving the competitive position of industry, particularly of export industries; e.g., improvement in dock facilities; afforestation or other conservation measures.

(iii) Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent; e.g., projects calling for a high proportion of unskilled labour such as elimination of grade crossings.

(iv) Low operating costs and low permanent overhead charges (interest, etc.,) in order to permit of economies for governmental units as conditions improve; e.g., reclamation works; land clearance, etc.

(v) Social value to the community, e.g., sewerage and park or other beautification projects.

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(4) Prompt establishment of a modernized Employment Service, under national direction so far as all broad principles and policies are concerned, but with such measure of decentralization as will provide effective handling of problems peculiar to each Province. This Service to provide the administrative local units required to bring about the separation of employables from unemployables, and to formulate such local plans (see 3) as will increase "employability". To this Employment Service would be attached regional and, where necessary, local advisory committees, of community-minded citizens, including representatives of employers and labour, in order to ensure that such plans are really practical instead of theoretical.

. . . . . .

Forming part of this section of the report in addition to Appendix "A" referred to on page 1, are the following:-

Appendix "B"
A final record of routine Commission information and a statement of its expenditures;

Appendix "C"
Registration tabulations for September, 1937, with comparable information for September, 1936, covering information in regard to recipients of Aid to which the Dominion contributed;

Appendix "D"
Articles published in the Information Service Bulletins issued by the Commission; and

Appendix "E"
Plan of Low Rental Housing.

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SECTION II

A. THE IMPACT OF DEPRESSION ON CANADA.

In turning its attention to policies for the future, the National Employment Commission does not assume that depressions of the magnitude of the two experienced since 1920 are an inevitable part of modern economic life. Though, in any economic world subject to rapid change and development, it is natural to presume that business fluctuations and variations in employment will occur, so great an economic catastrophe as that following the crisis of 1929 is to be explained in terms of the great distortions of prices and incomes, the great shifts in production, and the huge increase in debt charges, resulting from the war of 1914-18. To these must be added the short-sighted policies, to which almost every nation contributed in the post-war years -- policies which were designed to avoid the painful but necessary readjustments. In the event, avoidance proved to be merely postponement, and postponement, magnification.

The Commission believes that by persistent and intelligent development of the material and human resources of Canada, the standards of living and the economic security of all groups of citizens can be continuously improved. Indeed, added to past experience, the strength of the recovery in Canadian business in recent years already provides ample evidence of the possibilities in this direction.

The Commission also believes in the practicability of accelerating the rate at which savings are invested in productive private enterprise, thus relieving the government of the burden of Aid expenditures through the re-employment impetus so provided. With the opportunities available in Canada, embracing vast natural resources along with a virile people, the maintenance of a background conducive to such private investment becomes all important. The requirements for stimulating the productive machine along these lines are:-

Sound governmental policies relating to private enterprise, along with their maintenance over reasonably long periods, in order to avoid the restrictive effect of an atmosphere of uncertainty.

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Efficiency and economy in public expenditures.

An atmosphere of public confidence in, and encouragement of, profitable enterprise.

Continued encouragement and support for research work, both in the technical and marketing fields. This is particularly important in industries where the resources of the individual operator are not large enough to enable him to meet the need himself, and in industries the major products of which have to meet the competitive test of world markets.

Again, in so far as human resources are concerned, unquestionably in the past far too little attention has been paid to ensuring that the educational facilities provided prepare the young citizen for practical working opportunities. This isolation of the educational curriculum from the practical problem of employment for the individual has tended towards an increasing sense of disillusionment on the part of youth who, on completing their school training, frequently find themselves ill-adapted to such work opportunities as are available. The Commission brings this situation to the attention of the governmental units concerned, and indeed to the attention of industry and of the public at large, as involving one of the most urgent and vital problems affecting employment opportunity. The importance of its solution lies not only in the advantage accruing to the individual by the likelihood of his attaining a more remunerative and secure position, but to the country as a whole in its effect in increasing production and, as a corollary, the national income.

The important part that technical schools, which provide courses in practical training, can play is also emphasized.

However, despite the possibilities referred to for further development of the material and human resources of Canada, the Commission holds that this country, the fortunes of which are so inextricably bound up with those of the great industrial countries of the world, must be prepared to meet business fluctuations, whether large or small, which may arise from circumstances over which it has no control.

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Any consideration of appropriate governmental and business policies designed to prevent, remedy, or alleviate economic fluctuations must begin with a broad but necessarily brief, statement of the fundamental nature of depressions and, particularly, of their characteristics in the Canadian economy. While there are many unsolved problems concerning depressions, and, while there are fortuitous and unpredictable factors in any particular depression, the pattern of economic fluctuations is sufficently clear that the direction of appropriate policy can be marked out.

An economic depression is a state in which the national income falls below attainable levels not because of any shortcomings in the technique of production or in the bountifulness of nature, but because maladjustments of costs and prices (themselves arising from a great variety of causes) prevent the use of labour, capital, and resources to the extent that they have hitherto been used. Though crop failures and other disasters may intensify the distress arising from depression, unemployment of labour, capital, and resources is of its essence.

TABLE I - Income, Employment, Production, and Prices in Canada
1926 = 100

Year.	Unadjusted National Income.	Employment.	Physical Volume of Production of Goods.*	General Wholesale Price Index
1926	100.0	100.0	100.0	100.0
1927	106.8	105.0	107.0	97.7
1928	115.7	112.0	117.2	96.4
1929	119.2	119.5	108.4	95.6
1930	104.9	113.9	109.0	86.6
1931	84.9	102.9	92.5	72.1
1932	68.7	87.9	88.4	66.7
1933	65.4	83.7	82.9	67.1
1934	72.6	96.4	92.9	71.6
1935	76.9	98.8	101.1	72.1
1936	82.4 (P)	104.1	not available	74.6

(P)- Preliminary, subject to revision.

* Based on the production in Agriculture, Woods Operations (firewood excluded), Fisheries, Mineral Production, Central Electric Stations, Manufactures, and Steam Railways. The combined index is weighted by the net value of production in 1926.

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It is hardly necessary to point out that such a contraction in national money income as is shown in Table I was a world-wide phenomenon, in which each nation's share depended on its economic relationships to the great credit and commodity markets of the world and on the extent and intractability of the maladjustments developed within its own economy. Very broadly Canada and the United States were among the nations which suffered the greatest and most prolonged contractions in national income.

TABLE II - The National Income of Various Countries

1926 = 100

Year	Canada.	The United States.	The United Kingdom.	France.	Germany.	Japan.
1926	100.0	100.0	100.0	100.0	100.0	100.0
1927	106.8	100.5	104.3	101.0	112.9	99.9
1928	115.7	103.1	104.1	109.1	120.3	103.1
1929	119.2	107.6	105.3	117.8	121.4	98.9
1930	104.9	90.6	103.8	116.8	112.0	86.9
1931	84.9	71.4	94.2	109.6	91.1	78.2
1932	68.7	52.7	93.0	99.0	72.2	81.4
1933	65.4	55.7	95.8		74.1	92.1
1934	72.6	66.1	101.6			
1935	76.9	73.2	108.3			
1936	82.4 *	85.0	116.5			

* Preliminary.

For countries such as Canada, i.e., debtor countries, deriving a relatively high proportion of income from the sale of exports, economic fluctuations, including their depression phase, are largely external in origin and, to a degree, uncontrollable. The

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main responsibility for controlling world depressions must fall on the great creditor and industrial nations of the world. Though Canada may make contributions toward such control, governmental and business policy can be most effective, in the main, in restraining excessive and misdirected investment and in facilitating Canadian readjustments to changed world conditions of prices and costs,

Depressions are communicated to Canada through the medium of her exports and imports of merchandise and services and her exports and imports of capital. The onset of the depression is ordinarily signalized by sharp falls in the prices and, to a less degree, in the volume of export commodities (of which finished consumers' goods are a negligible proportion) or by a stoppage of capital imports or by both. These changes necessitate a fall in the volume of imports and later the emergence of a net capital export as payments of interest and loans abroad are maintained.

In the past, some crises resulting in depressions have been communicated to Canada through sharp contractions in the imports of capital. These have necessitated a relative reduction in the imports of merchandise and services accompanied by a relative expansion of exports - readjustments different in origin but the same in scope as those required by a fall in export prices. In fact, however, at the time of the crisis of 1929-30, the capital imports of Canada were not large and, as they expanded rather than contracted in 1930, they eased rather than intensified the shock.

The information in Table III makes clear the extent to which the decline in employment was a later and resultant phase of a depression communicated to Canada by a fall in the prices of her chief exports.

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TABLE III - Sensitive Export Prices and Employment in the Manufacturing Industries.

1926 = 100

	Weighted Index of Sensitive Export Prices *	Employment in the Manufacturing Industries /
1929, July	101.9	120.3
1929, Oct.	95.1	120.2
1930, Jan.	90.2	106.5
1930, Apr.	81.0	111.3
1930, July	73.1	111.3
1930, Oct.	62.8	107.8
1931, Jan.	52.4	93.7

* The commodities included are wheat, barley, flour, salmon, bacon, cheese, pine and spruce lumber, newsprint, copper, lead, and zinc. The only one of the major commodities excluded was nickel which is marketed at a constant price. The weights used are in proportion to the average value of exports in the years 1926-31 inclusive.

/ Canada Year Book, 1931, p. 778; ibid. 1932, p. 655. Note that these figures are not adjusted for seasonal variations.

This emphasis on the critical importance of the incomes derived from exports is not to be interpreted as meaning that export trade is in any way more valuable than domestic trade or contributes more to national well-being. The point is that while, in domestic trade, prices in most cases may immediately to a degree be adjusted to costs, export prices are determined in markets to which Canada contributes but a fraction of the supply and in consequence costs must be adjusted to prices. This necessary adjustment is ultimately of significance not to the export industries alone, but to the whole economy, for maladjustments which bring contractions in export incomes will result in contractions and stoppages in other incomes through which the expenditures of export groups flow. Not only so, but the prices of the products of domestic trades almost always represent cost factors for the export trades. It is therefore necessary that the domestic trades should share in the readjustments required.

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The degree of fluctuation in the national income occasioned by fluctuations in export incomes would be much less were it not for the wide swings in the volume of investment. The sluggish rise in the rate of interest under the rising demand for capital during the boom period becomes a sharp rise in the period of crisis. This, in conjunction with an existing or prospective unprofitable relationship between costs and prices, promotes a stoppage in the processes of investment and, in a severe depression such as we have experienced, investment may give place to <u>disinvestment,</u> that is, the wearing out and using up of capital goods more rapidly than they are replaced. It is only thus that a country's consumption may actually exceed its income in a depression. As the depression proceeds, and as through liquidation and the revaluing of assets the demand for capital falls off, the rate of interest declines to low depression levels, a process likely to be promoted by appropriate central bank policies. Only, however, as unprofitable relationships between costs and prices throughout the economy are removed, and as confidence in the future is re-established, will low interest rates promote renewed investment and recovery.

Though investment must be construed broadly to include the acquisition of stocks of goods (inventories), of durable consumers' goods such as houses and automobiles, as well as of fixed plant equipment, the fact that construction contracts in Canada reached a peak of $577,000,000 in 1929, and a low of $97,000,000 in 1933, will illustrate the great amplitude of the variations in production of capital and durable consumers' goods. It is in the fall in the volume of investment more than in any other item that the extent of the depression can be seen and it is especially in the industries producing capital goods that the degree of unemployment, both of labour and of plant, is greatest. While only 2.9 per cent of the trade unionists in the construction and building industry were unemployed in September, 1928, 65.8 per cent were unemployed in September, 1933.

It must be emphasized that while the revival of investment

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is, therefore, a proper object of a policy of recovery, it can be attained on a country-wide basis only when cost-price relationships have been readjusted and profitable margins exist throughout both domestic and export trades.

While the main impulses toward fluctuations in employment are external in origin, the course of the fluctuations is profoundly affected by the existence of strong or weak positions within the country. It is a matter of common knowledge that by 1929 Canada had major weak spots in wheat and in newsprint, her two chief exports, and the depression was further intensified by the fortuitous factor of prolonged and unprecedentedly severe drought in the wheat producing areas.

Lack of effective machinery for credit control led to an expansion of credit in Canada in 1928 and 1929 beyond that in other countries, with the result that the Canadian dollar was vulnerable long before the crisis of 1929. Looking back from the present it is now apparent that debt reduction and control of expenditures by governments were far from adequate during the period of buoyant revenues.

A factor of strength lay in the improving position of Canada as a producer of gold and non-ferrous metals. In spite of a great fall in prices, expansion in the latter industry was maintained, while the increase in the price of gold brought expanding investment in the gold mining industry throughout the depression.

In 1933, the worst year of depression, the national money income was 35 per cent below the level of 1926 and 45 per cent below that of 1929. Even in 1936, the last year for which estimates are avialable, it was still 30 per cent below the level of 1929. The decline in real income was, of course, less because of the fall in prices. Such a decline, even though spread evenly over all groups in the community, would lead to distress, but in

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fact it was thrust disproportionately on certain groups, while others, sheltered by contract, custom, monopolistic position, or economic strength found their real incomes only slightly worsened or even enjoyed a substantial increase.

It should be emphasized that ability to resist downward changes in money incomes has not been the peculiar characteristic of any one group of income receivers. Income from some investments was sheltered; income from others, completely exposed. In general, salaried workers were more able to maintain their incomes than wage-earners and yet certain wage incomes proved more inflexible than many salaries.

A study ✱ which has been made for the Commission has made clear that because of varying degrees of inflexibility in prices and incomes, the great decline in the national money income after 1929 was thrown most heavily on the export industries (except such as gold mining which was in a fortuitously strong position), on unskilled labour and on those receiving incomes from the capital goods industries.

With some exceptions, the primary industries are export industries and unsheltered. A controlling fraction of their outputs is marketed abroad at prices determined in highly competitive markets. The income of agriculture, in which 34 per cent of the gainfully occupied males were engaged, declined much more, particularly in the early years of depression, than the national income as a whole. While drought was a factor, it was not the major factor. This decline in income was not associated with unemployment. On the contrary, the Dominion Bureau of Statistics estimates that between May, 1931, and May, 1933, there was an increase of 94,000 rural "no-pay" workers or one to every eight farms.

✱ See Appendix "F"

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In contrast, the fall in incomes going to unskilled workers was accompanied by unemployment. The Census of 1931 showed that 59 per cent of those classed as labourers and unskilled "lost time" during the preceding twelve months as against 36 per cent of all other wage-earners. Not only so, but of the unskilled, 55 per cent of those losing time were unemployed for 25 weeks or more. In general, unskilled workers in the export industries combined unemployment with more than average reductions in rates of pay.

It must be borne in mind, however, that some of those who benefit during a depression, through relatively rigid incomes, have failed during the preceding period of prosperity to share proportionately in the rise in the national income. When business fluctuations are moderate in extent there is no great harm in these rigidities in income, but in fluctuations of the severity of those experienced in the past two decades such rigidities occasion extreme pressure on unsheltered groups. More important, they prolong greatly the period of readjustment, with its attendant liquidation and unemployment, during which cost-price relationships are realigned until once more rising exports and renewed investment lead the way to full employment.

Depression policy, whether of relief or recovery, must be such as to accelerate rather than retard the readjustments necessary to the renewed circulation of goods, in which for Canada exports and investment are critical phases.

B. CONSIDERATIONS OF BROAD POLICY TO INDUCE RECOVERY

It can be inferred from the foregoing facts, that Canadian policy cannot eliminate fluctuations in business and employment as long as such fluctuations occur in the great creditor countries. The prices of her exports being peculiarly sensitive and her relation to the capital markets of the United States being especially close, she is, indeed, liable to relatively exaggerated fluctuations.

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The first object of sound policy must, therefore, be to take such steps during periods of prosperity as will strengthen the position of the country as a whole, so that it may face a period of readjustment with many elements of strength and few of weakness.

It is a commonplace of business practice that an enterprise, subject to sharp fluctuations in income, must contrive to keep its overhead charges low. Where such overhead charges cannot be avoided it is necessary to provide reserves for carrying them. Actually, however, the Canadian economy as a whole during the past two decades has combined heavy overhead costs with fluctuating incomes. Many of the most critical stresses of the depression have been intensified by this. From the experience of the past eight years, it is abundantly clear that Canadian governments did not, in the period of buoyant revenues, curb their expenditures and reduce sufficiently their debts. Dangerous debt increases cannot be avoided during a depression unless adequate financial preparation has been made by all governments during periods of rising revenues. Such financial preparation cannot be considered adequate unless it includes such control of expenditures as will make possible substantial debt reduction in periods of prosperity, and the expansion of expenditures, combined with unimpaired credit and tax reductions rather than increases, during depressions.

To the extent that private business, whether large or small, whether agricultural, industrial or mercantile, finds it possible to avoid excessive borrowing and the piling up of fixed charges, it will protect itself and will contribute to the same end of minimizing business fluctuations.

It is to be hoped that the establishment of the Bank of Canada will make available for the future ability, experience, and technical devices for a prudent control of credit such as did not in the past exist. That control can accomplish much toward the lessening of fluctuations in business and employment, to the degree that the Bank can give wise and independent leadership to business and governments, and to the degree that such leadership is understood and accepted.

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Once a period of high employment marked by over-extended and misdirected investment has ended in a crisis, some measure of depression and readjustment of costs and prices is inevitable. Sound policy should facilitate rather than postpone such readjustments. This means that governments should be in a position to carry on for a period without recourse to the capital markets and to banks already overstrained, that necessitous unemployed should be assisted through Unemployment Insurance and Aid but that expansion of public expenditures should be kept to a minimum; that efforts should be directed toward a reduction rather than an increase in the disparity that will develop between export prices and those of goods for sale to exporters and others in the domestic market, and toward a reduction rather than an increase in those rigidities in prices and incomes which prolong and intensify the period of readjustment.

As emphasized above, in any major depression the existence of large rigid elements in the cost and price structure of the economy intensifies the extent and difficulty of readjutsments to be made. It is safe to say that in such a depression the more extended and rigid these elements are, whether they be taxes, interest, prices, or wages, the more prolonged will be the depression unless prompt measures are taken to adjust them.

It is not possible to lay down in advance the precise measures which ought to be taken. The object of such measures is clear but the methods would depend on judgment of a particular situation. Whether direct measures should be taken to reduce them, or whether these rigidities should be offset by such reduction of the external value of the currency as will increase the dollar incomes of the export industries, and by such expansive monetary policies as will raise prices - and thus reduce the real burden of taxes, of debt charges and of rigid costs - must be decided in the light of particular circumstances. Failure to act, however, will unquestionably prolong and intensify any major depression.

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Price cost relationships do not constitute the only dislocations to be guarded against and set right when they occur. Misdirected and over-expanded investment create dislocations of employment. Workers are drawn during a boom into the capital goods and raw material producing industries, sometimes from more stable industries and in some measure from occupations "on their own" on farms or elsewhere. When employment slackens it is difficult to resume the former occupations and they may become chronically unemployed.

Within the period of this depression the continuous geographical and occupational transfer of workers, which had been previously induced by opportunities for employment, lapsed. Further, the decline or cessation of training and apprenticeship during the period of slack employment, and the deterioration in general employability as a result of unemployment, brought it about that unemployed workers were not fitted by skill or general employability to take jobs in the expanding employments. It is a paradoxical and retarding feature of business revival after a depression that surpluses and shortages of labour exist side by side.

The overcoming of these dislocations in employment is a proper field for government policy and for the co-operation of industry and private citizens.

The broad analysis which has been sketched is sufficient to indicate the proper direction of policy -- its strategy rather than its tactics. The latter must be devised in the light of particular situations. The analysis points to (a) the importance of prudence and courage on the part of governments in curbing expenditures and reducing debts in periods of rising revenues, (b) the great advantage of intelligent and informed control of credit by the Bank of Canada, (c) the necessity of a reorganized and modernized Employment Service, (d) the need for financial and administrative preparation for the relief of unemployment distress during a period of readjustment, (e) the desirability of provision for expansion of public expenditures when essential readjustments have been completed, and (f) the importance of projects to maintain and increase the employability and resourcefulness of workers. The last four requirements are elaborated in the succeeding sections of this report.

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C. JOINT VERSUS FUNCTIONAL DIVISION OF RESPONSIBILITIES FOR UNEMPLOYMENT DISTRESS

1. The Present System

The confusion between a programme of financial contribution by the Dominion government to other overburdened units of government and the de facto acceptance of a partial responsibility for a particular type of expenditure lies at the base of the present system of Dominion Grants-in-Aid to the Provinces and joint works projects.

If the Dominion intention is to contribute financially toward a Province unable to perform its constitutional duties without assistance, the conditions of administrative controls should be financial and should, therefore, embrace the whole finances of the Province, not merely particular expenditures. If, on the other hand, the intention is to recognize a partial responsibility for a particular type of expenditure and function, the conditions and administrative controls ought to be directed to that expenditure and to its administration alone.

In other words, Dominion Assistance granted on grounds of financial necessity should be entirely separate from Dominion participation in expenditures for Unemployment, Occupational and Agricultural Aid, and should, therefore, be subject to separate conditions appropriate to it.

A second confusion, already pointed out, results from there having been no clear and uniform limitation of the type of distress to the relief of which the Dominion contributed, even though from time to time "Unemployment and Agricultural Relief" have been specified. This is partly attributable to the first confusion, since, if financial assistance is what was intended, it would not matter whether a Province's burden arose from unemployment expenditures or from a shrinkage in revenues. In actual practice Provinces and Municipalities have in varying degrees obtained relief from revenue shrinkages by using Dominion grants

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for expenditure for the relief of indigents and social welfare cases generally. Administrative practices have as a result also been confused, and help has been made conditional upon unemployment when, in fact, the distress involved did not fundamentally arise from unemployment.

Because of these confusions there were no precise criteria as to when, or to what extent, the Dominion should help. Arbitrary decisions, unproductive bargaining and political pressures inevitably govern the fixing and allocation among Provinces of the grants. More adequate and effective conditions for such grants can be exacted than have obtained hitherto (these have indeed been recommended to the Minister and are being put into effect), but since Provinces are not subordinate to the Dominion, and since Dominion and Provincial politics are intermingled, it is to be expected that this system will follow a cycle of laxities in administration, then crises, followed again for a time by firm administration.

To a large extent the confusions arose because of the sudden and huge increase in unemployment and in agricultural distress, and because of the early belief that an emergency of a temporary character confronted the country. Actually, the emergency was one only of extent and degree, and such emergencies will probably be recurring, even though less in extent and degree.

Summed up, the system of conditional Dominion Grants-In-Aid has implied that what the Dominion gave was merely money. If that were true and desirable the conditions and controls should have been financial and not limited to "relief expenditures". The National Employment Commission has reached the conclusion that effective handling of the problem of unemployment and the granting of Aid by the community to distressed persons requires that the Dominion should give more than money; that money will be wasted unless accompanied by administrative control.

2. A Functional System

The Commission recognizes that the approval of the Provinces to certain constitutional changes required in connection with the introduction of a nationally administered system of Unemployment Insurance and Employment Service has already been invited by the Dominion Govern-

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ment and that the Royal Commission on Dominion-Provincial Relations will presumably take into account any change in financial obligations involved in this step. This Commission also recognizes that the establishment of a national system of Unemployment Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion. This further step would necessitate determination by the Royal Commission on Dominion-Provincial Relations of the financial basis on which such a system should be established, and in the light of all relevant considerations, of the wisdom of further constitutional and financial changes. The National Employment Commission does not consider it to be within its competence to express an opinion on these changes, other than to record its considered judgment that if financial and constitutional considerations should permit, the co-ordination of a nationally administered system of Unemployment Insurance and Employment Offices, buttressed by a similarly administered system of Unemployment Aid, would have decisive advantages over the present system in coping with problems of employment and unemployment.

The advantages of a functional division of responsibility as above outlined would be as follows:

(a) the Dominion, in the flexibility (though not necessarily in the amount) of its revenues and in the broader experience of its administrative officers, is in a better position to meet, than are the Provinces, the highly fluctuating requirements. Further, averaged over the whole country, the fluctuations are less than for individual regions or localities;

(b) the qualifications for Unemployment Insurance (which involves a statutory right for the recipient), or for Unemployment Aid (which involves an ex-gratia allowance based on need carrying no statutory right for the recipient because no contribution has been made), can be made clear and precise, susceptible of proof and capable of being determined by a Dominion Employment Service: stated briefly, they would be - having been self-supporting; having been employed; and/or being now capable of employment though unemployed;

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(c) since the definition of eligibility can be made precise and susceptible of proof, the dangers of competition and bargaining between government units and the tendency to shift responsibilities should be reduced to a minimum;

(d) the disadvantage implicit in leaving the responsibility with the Provinces is avoided, i.e., that that responsibility inevitably becomes joint, since experience has demontrated that in periods of severe unemployment the Provinces do not carry the full burden and a system of Grants-in-Aid and divided responsibility necessarily ensues.

The administrative functions would appear to be such as could be successfully dealt with if the Dominion controls the Employment Service and is willing to work out adequate co-ordination with Provincial and Municipal welfare services. Dominion administration is quite compatible with regional decentralization.

It should be made clear that under the system outlined the responsibility for the relief of distress other than that arising from unemployment as defined by the Dominion Government Employment Service should lie with the Province and its creature, the Municipality.

D. UNEMPLOYMENT INSURANCE, UNEMPLOYMENT AND OCCUPATIONAL AID

I. Unemployment Insurance

The unfortunate and inevitable results, even with the best intentions and efforts, of dealing with unemployment by ad-hoc and emergency methods, with the help of organizations quickly recruited and in the early stages necessarily inexperienced, are the strongest arguments for an orderly and forehanded provision for that part of unemployment need which can be met through a system of contributory Unemployment Insurance.

There is also a financial advantage in that some provision is made in prosperous periods for the expenditures during depressions. There is a tremendous administrative advantage in that an administrative unit constantly in touch with conditions

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of employment is available with accumulating knowledge and experience to grapple with emergency conditions as they arise.

It is assumed now to be accepted that provision must be made by the State for needs arising from severe unemployment and, as has been mentioned, the Dominion Government has already invited the agreement of the Provinces to such constitutional changes as may be necessary to permit of the Dominion administering a National system of Unemployment Insurance. It is obvious that there are great, indeed decisive, advantages in a National, in contrast to a Provincial, system. The risk would be carried on a broader base, difficult problems of residential qualifications would be avoided, and Inter-provincial shifts in employment could be more effectively dealt with. The constitutional and financial readjustments which may be involved in a National system are, of course, recognized.

The Commission also recognizes - indeed it coincides with the Commission's earlier recommendations - that as an essential instrument in any such nationally administered Insurance System, the Employment Service of Canada must be thoroughly reorganized and modernized under Dominion control, though with a degree of decentralization adequate to serve the differing needs of the various regions of Canada.

2. Unemployment, Occupational and Agricultural Aid

In the establishment of Unemployment Insurance some financial provision will have been made for unemployment, and also a most important administrative provision for dealing with problems of employment and unemployment, but experience in other countries shows most definitely that an Unemployment Insurance scheme cannot be expected to carry the full burden of all unemployment. An assumption that it is only necessary to provide a system of Unemployment Insurance

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would, in fact, almost certainly lead to a complete breakdown. Unemployment Insurance can provide for casual unemployment and unemployment incidental to the changing of jobs and to the inevitable shifts of industry. Further, it would, during the past depression, had it been in operation, have taken care of a considerable number of those who have been in receipt of relief for but short intermittent periods because work has been available to them from time to time.

However, it it necessary to make adequate provision in advance for those who are in need through unemployment and who are not eligible for Unemployment Insurance as set up, as also for those who, through prolonged unemployment, have exhausted their Insurance Benefits. Unless this is done it is certain that there will be continued pressure of public opinion to force extended benefits under the Insurance Scheme even though these may not be actuarially sound. Or, there will be pressure for the renewal of emergency relief measures, with all the lack of economy and sound administration inevitable when such emergency measures are taken. In the latter case the burden of providing for unemployment need in the case of those not covered by the Insurance Fund or for those who have exhausted their benefits, thus placed upon the Provinces and/or Municipalities, will only add to the popular agitation for extended Insurance Benefits the interested pressures of these Provincial and Municipal governments.

It seems clear to the National Employment Commission, therefore, that a system of Unemployment Insurance ultimately necessitates, in addition, a system of nationally administered Unemployment Aid for the purpose of caring for need arising from unemployment not covered by Insurance Benefits. The administration of Unemployment Aid should be carried on along with that of Unemployment Insurance, although, of course, the Unemployment Insurance Fund must be kept entirely

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separate. The Employment Offices should also be under the same co-ordinated administration, and provision in all cases must be made for reasonable regional decentralization.

Unemployment Aid should be similar to Unemployment Insurance in that only such persons as have been hitherto employed, as have been self-supporting, and/or who are now employable, should be eligible for Aid. These facts should be determined by the Employment Service, suitable provision being made for referees in disputed cases. Aid, however, would differ from Insurance in that it would be proportioned to need and not to the contributions made to any fund. It would follow, therefore, that individuals in need and eligible for Unemployment Aid, as distinct from Unemployment Insurance, would not be entitled by statutory right to stated amounts, but that the Aid given would be modified in proportion to the means which the applicant had for providing for his own needs. In establishing the maximum amounts, it would be essential to observe the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings in each centre and regional division. In establishing the existence of need it would be necessary for the Dominion administration to work in collaboration with Provincial and Municipal welfare agencies caring for assistance not involving unemployment, in order to avoid the overlapping which would be occasioned by the setting up of wholly independent staffs. Such co-operation is essential to any welfare work, and the problems of it would not be increased, but rather reduced, by having a nationally administered system of Unemployment Aid.

Further, it is desirable that as far as possible those in receipt of Unemployment Aid should be required to give work in proportion to Aid provided, or, in other words, to work for the Aid received. This has been generally recognized but experience has shown that, under severe stress of unemployment, it has been at times financially impossible to provide the extra funds required for the provision of material, equipment and supervision for the carrying on of such work. Provision of such

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work was further complicated and stultified by the fact that it became a matter for bargaining between three units of government, so that the works selected were valued locally chiefly in proportion to the amount of the cost borne by Provincial and Dominion governments. They suffered,also, from the fact that they were hastily designed and not carefully directed toward the end of providing suitable and economical works on which available labour could be used. Contingent upon assumption by the Dominion Government of administrative responsibility for Unemployment Aid, in order to permit of properly planned works for the older age group and training and reconditioning projects for the younger and middle age groups, and to ensure that financial provision will be made for them, it is recommended that Provinces shall undertake, on their own behalf and on behalf of their Municipalities, to provide the expenses of materials, equipment, and supervision of suitably planned works approved by the Dominion, originated to provide an opportunity for those in receipt of Aid to work for the Aid given, and to receive such training and reconditioning as may be required to maintain or increase their employability. Under such projects the individual should be allowed to work only until he has earned, at usual wages for that class of work, approximately the Aid given for a particular period. Provision would have to be made so that Employment Officers might grant exemption to those for whom no suitable work could be provided. In essence, the plan would be that the cost of such work projects would be borne by the Provinces and Municipalities, except that labour, if and when available, would be provided, without additional cost to the Province or Municipality, from among those in receipt of Unemployment Aid. This should provide a decided incentive for Provinces and Municipalities to plan in advance work projects using large amounts of labour, and training projects which would develop valuable resources and services. The fact that unemployed in receipt of Aid and without work or training would tend to become unemployable and so a charge on the Provinces and Municipalities, would be a further incentive. It would eliminate any element of bargaining and would mean that works would not be selected on the basis of a

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bargaining advantage. It would mean, further, that where a Municipality could not provide works suitable, the Province would undertake to provide them there or elsewhere.

It would be essential to the successful working of such a plan that Provinces and Municipalities should plan in advance, to the fullest possible extent, such special works projects as would in times of stress help to provide work for those receiving Aid, and this on a basis which would tend to maintain the employability of those with previous working experience and/or provide training for those attaining working age during such periods. Further, that financial provision for utilizing such unemployed labour should also be made in advance. It would be a matter of economy for them to do so, and, therefore, a responsibility of Departments of Municipal Affairs to see that Municipalities did make adequate provision. It would also be essential that the work projects developed should not be such as to displace employed labour but such as would be additional to regular work. In selecting such works preference should be given to those which require low expenditures for materials, equipment and supervision, and it would be to the financial interest of Provincial and Municipal governments to select works which conform to such requirements. Dominion approval should be required, however, to see that the works are suitable <u>additional</u> works and that employed labour is not being displaced, and also that training projects are properly planned to attain the desired ends. The Commission sees no reason why employment on such works should not be given to necessitous unemployed <u>not</u> in receipt of Unemployment Aid, if by so doing they would be encouraged and enabled to maintain themselves without seeking public Aid. In such cases, however, payment of their wages should be the sole responsibility of the Province or Municipality.

While Unemployment Insurance is necessarily restricted to those within the insured classes, Aid should be extended to those in need who are capable of, and available for, employment, as certified by the Employment Service. These would include not only wage-earners but also workers on their own who found themselves in need through being out of

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occupation. In this class it is important to note, however, could not be included such categories as farmers and fishermen who are still at work but by reason of drought, low prices, or other circumstances, are unable to earn enough by their occupations to provide for their needs. Provision for this latter class involves such careful consideration of local standards of living, supplementary earnings, property ownership, and other factors, that it should be left to Provincial and Municipal responsibility. Neither would it include those whose need is social. Dominion administration in these fields is definitely handicapped and dependent on others for local knowledge. While there may be financial reasons why the Dominion should help when serious problems of this type arise, it is a financial question that is involved and as such is commended to the consideration of the Royal Commission on Dominion-Provincial Relations.

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What is envisaged here, therefore, is a unified administration of Unemployment Insurance, Employment Service of Canada and, as a corollary, of Unemployment Aid through which financial and administrative provision could be made for dealing with unemployment, and with certain phases of loss of occupation, as they arise. Certain other phases of occupational distress already mentioned, along with assistance and relief required because of social, as distinct from economic, distress, would not be included in such unified financial and administrative provision. While in the former case the administration and the responsibility would be national and unified, it would not operate in a rigidly uniform manner, but would be subject to such decentralization as has been found practicable in national business organizations in this country.

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It should be emphasized that the limitations of the existing financial and constitutional framework and the broad functions of the Royal Commission on Dominion-Provincial Relations in viewing suggested readjustments in the light of all relevant considerations, are fully recognized. The National Employment Commission feels, however, that it would be failing in its responsibilities if it did not record its opinion, formed out of its experience with problems of employment and "relief" that since the Dominion Government has already invited the co-operation of the Provinces to achieve a national system of Unemployment Insurance it would be in the interests of sound and economical administration that a unified and co-ordinated system of nationally administered Unemployment Insurance, Unemployment Aid and Employment Service be instituted. In stating thus its opinion the Commission is not judging the financial abilities of the various Governments nor the source from which the funds should be derived; nor has it given consideration to any compensating readjustments which might be considered a necessary part of such a system: all these matters it considers to be beyond its purview. It is, however, recommending that the Royal Commission on Dominion-Provincial Relations give consideration to the views here expressed, as well as to the many other relevant factors which fall outside the National Employment Commission's terms of reference.

E. CO-ORDINATION OF PUBLIC AID, ASSISTANCE AND RELIEF WITH VOLUNTARY AID

Section 6 of the National Employment Commission Act requires that consideration be given to the possibilities of mobilizing and co-ordinating the activities of State and voluntary relief agencies so as to avoid overlapping and abuses, and of securing the most effective supervision of the expenditures of public monies involved.

During the past decade there has been a noticeable change in the public attitude towards distress, whether resulting from unemployment or social causes, as a result of which the State has accepted responsibility to a greater degree than heretofore for providing measures of protection against insecurity and dependence. While in such cases, such as Old Age Pensions, Pensions to the Blind, Mothers' Allowances, etc., the extent to which this responsibility has been assumed is clearly defined by statute, in many others it has been assumed on a temporary basis, without any clear line of demarcation either as to its extent or as to the division of responsibility between the respective State and/or voluntary agencies.

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As a first step towards clarification of this situation the Commission recommended the use of the following terms:-

1. "AID" to designate monies granted by the Dominion to alleviate conditions of persons in need, whether because of unemployment, loss of gainful occupation, or agricultural distress, classified respectively as "Unemployment Aid", "Occupational Aid", and "Agricultural Aid".

2. "ASSISTANCE" to designate payments made under regularized statutory provisions on a definite basis to meet continuing social need, whether the same be paid wholly by the Provinces and/or Municipalities, as in the case of Mothers' Allowances, or jointly on a Dominion-Provincial contributory basis, as in the case of Old Age Pensions.

3. "RELIEF" to designate payments made by the Municipalities for the relief of destitute or indigent individuals. Such relief is subdivided into "outdoor relief" where accorded to the person living in his ordinary place of abode, and into "indoor relief" where custodial or institutional care is in question.

4. "VOLUNTARY AID" to designate help accorded distressed individuals by services under voluntary operation and supported mainly by voluntary contributions.

The Commission's Interim Report advanced recommendations regarding the organization of Aid which, to the extent that they are put into force, will clarify the responsibilities already assumed by the Dominion government in this connection under the existing Grants-in-Aid system. In previous chapters of this report the new situation regarding the administration of"Unemployment Aid" which arises from the Dominion government's decision to seek the co-operation of the Provinces in establishing a national system of Unemployment Insurance is also dealt with.

The organization of "Assistance" and "Relief" in such a manner as to tie in with the provision of "Aid", in the Commission's view, requires Dominion-Provincial co-operation in a prolonged effort, by round table conference and consultation, to establish definite lines of future responsibility for the alleviation of the many different kinds of distress involved.

Turning to "Voluntary Aid", a survey made of the main activities of the major voluntary agencies makes abundantly clear that the task of relating one to the other and preventing any overlapping that may exist is one of extreme complexity. Each agency has been developed to meet a particular need - sometimes local, other times regional, and often national in scope - and is carried on by persons interested in, and

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prepared to provide the main support for that particular field of activity. In many of the larger centres, considerable progress has been made towards bringing into alignment the work of the different agencies, through the formation of central federations, such as Federated Charities, Councils of Social Agencies, Community Chests, etc., and, to be effective, it would appear to be along this line that any future development should be encouraged.

The remaining problem - that of co-ordinating voluntary effort with Aid and Assistance and Relief given by public authorities - is again one, which, because of its complexities and varying character, does not lend itself to any ready-made formula. The Commission would suggest, however, that State authorities, whether Dominion, Provincial or Municipal, should render every assistance to voluntary agencies by gathering and making available the fullest information on matters affecting Aid, Assistance or Relief. In addition, encouragement should be given to the use of standard record and report forms, common accounting procedures, etc., so as to facilitate compilation of data on a comparable basis.

Here, also, it is of primary importance for the mobilization of voluntary effort that public policy should be clearly enunciated; that the objectives, policies and procedures should be frankly stated; and that adequate, accurate and official information and statistics should be regularly available on the nature, extent and variety of different phases of dependency throughout the country, along with indications of efficiently developed programmes for their amelioration.

Summarized, therefore, the Commission's suggestions include provision for:-

1. Conference and consultation first between Dominion and Provincial governments (and, through Provincial governments, with Provincial and Municipal authorities where practical necessity indicates such a course to be advisable) with a view to establishing definite lines of responsibility for differing types of distress, such discussions to be followed later by further conferences with voluntary agencies in order to develop practices most likely to lead to effective co-ordination of State and voluntary effort;

2. Adoption and use of common terms, record forms, common statistical records and reports, and common procedures in accounting;

3. Isolation and treatment along special lines of problems requiring differentiation in attack.

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F. PUBLIC EXPENDITURES

There is sound economic ground for urging a policy under which public expenditures might be expanded and contracted to offset fluctuations in private expenditures, but any such policy must be subject to the most careful management and good judgment lest it create more problems than it solves. Such a programme is usually associated with public works, but this is only because expenditures on public works, in contrast with other expenditures, are probably more capable of being postponed and made in the proper economic circumstances without thereby reducing the value of the work. The fact, also, that unemployment bears very heavily on the unskilled workers, and on workers in the construction trades - i.e., those sections of the workers who feel the greatest force of depressed times - is a further reason why expenditures on public works are of particular importance. It should not be lost sight of, however, that the essential of any stabilizing policy of this sort is the expansion and contraction of public expenditures to the end that total expenditures (public and private) may be made more stable.

A policy of increasing public expenditures for works during a depression should not be confused with the provision of work for those drawing Aid, as has been discussed in the previous section. The mere provision of works of this second type, if not accompanied by an expansion of public expenditures, would not effect any improvement in the national income; it would merely distribute it in a different way. It would be a programme of relief rather than of recovery.

It should be pointed out, also, that hastily conceived or impromptu programmes of public works are dangerous and likely to be abortive. Such works are likely to be ill planned, their character and location is likely to be determined by immediate political considerations, and, if adequate financial preparation has not been made by the governments concerned, the credit position of the governmental unit in question may be jeopardized, thus reducing public confidence and promoting further contraction of private expenditures.

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If governments are to undertake programmes of increased expenditures during any future period of economic stress, they should make financial preparation by curtailing and postponing expenditures during the previous period of prosperity, and by so reducing the public debt that they are in a position to increase expenditures during the period of depression without jeopardizing the financial position of the country.

It is of vital importance, also, that expansion of public expenditures should be so timed as to exercise the maximum beneficial effect. The early period of economic crisis and depression is one in which certain necessary readjustments must be made which will permit costs and prices, particularly those in the export trades, once more to come into profitable alignment. It is a period in which weak financial positions must be strengthened or liquidated, and misdirected investment abandoned. A proper programme for meeting the problem of unemployment, particularly in a country dependent on export trade as is Canada, necessitates, therefore, that the initial burden of unemployment should be borne by Unemployment Insurance and Unemployment Aid. Only after an initial period during which the position of the export industries readjusts itself, or in severe cases is readjusted by appropriate governmental and banking policy, i.e., when the period of desirable liquidation has passed and low interest rates have been established, should a programme of expansion of public expenditures be undertaken. It is sufficient in the initial period that governments should not violently contract expenditures, though this should not be understood to mean that governments should not continually strive for the most economical administration. Also, the case for expansion of public expenditures will be much stronger in Canada if expansion is already taking place in the large creditor countries, more particularly in the United States and Great Britain.

A programme looking toward the expansion of public expenditure might include public works, the needs for which have been surveyed in advance and the engineering details of which have been fixed

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during the initial period of the depression. A preference may well be given to those works employing proportionately large amounts of direct and unskilled labour, and to those which can be curtailed readily as the volume of private expenditure rises during the recovery period. A relatively small place should be given to public buildings, which require in the main highly skilled trades, that is unless a supply of skilled labour is available. In the selection, timing, and location of public works, the greatest care should be exercised that public works do not compete with private employers for workers, this in view of the relatively high proportion which private expenditures must always bear to governmental expenditures.

Works undertaken in such programmes should be those which have a definite value in promoting the competitive strength of Canadian industry and in improving the conditions of life in the Dominion. They may properly include:-

Building of highways to permit the development of mining, tourist and other resources;

Development and preservation of tourist regions;

Projects for the improvement and protection of public health and safety, (such as provision of Municipal pure water supply and sewage disposal projects, elimination of railway and highway grade crossings, etc.);

Slum clearance and low rental housing schemes in urban areas;

Forestry plans for extending and preserving forests;

Reclamation and conservation projects;

Land clearance and settlement projects where the conditions are clearly favourable to successful settlement.

It is important that the projects should be such as can be planned thoroughly in advance, as are capable of postponement, and as do not increase public expenditures <u>permanently</u> through heavy maintenance charges.

It is desirable that similar programmes should be undertaken simultaneously by Dominion, Provincial and Municipal governments,

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but the Commission is of the opinion that while a co-ordinated programme may well be developed, the work on any particular project should be financed and administered independently by each government. Having reviewed the experience of the past seven years, the Commission is of the opinion that works, jointly financed and jointly undertaken, have, with some important exceptions such as the construction of roads into new mining and tourist areas, been singularly ineffective in combatting unemployment.

To preparation of such a co-ordinated programme may well be added educational effort to persuade large corporations, so far as is consistent with efficient operation, to follow the timing of the government programme in making expenditures for maintenance and betterment of plants. The setting up of reserves by the railways to stabilize programmes of maintenance work during periods of slack employment would contribute greatly.

To direct expenditures on public works it is all-important that there should be added measures for stimulating private expenditures, of which successful examples are to be found in the Dominion Housing Act and the Home Improvement Plan. There are inherent difficulties in subsidizing employment in private industry, but the expenditure of public funds to promote private expenditures in providing more suitable housing for the country is desirable. In the field of slum clearance and the development of low rental housing for those whose earning capacity does not enable them to live under conditions which are conducive to their own health and employability, or indeed to the public health, direct subsidizing of private and local initiative, whether by cash subsidy or by loan at less than commercial rates of interest, is desirable. This is only so, however, if adequate care is taken to ensure, first, that there is a supply of unemployed labour of the type required and, secondly, that the benefits of subsidization will go to the low income groups whose position it is desired to benefit.

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The restrictive and harmful effects which increasing taxation has upon private expenditures in productive industry, and, therefore, upon employment, deserve special mention, especially since between one-fifth and one-quarter of the annual national income of Canada is already withdrawn by taxation. Unfortunately, the demands made upon governments under depressed economic conditions tend to increase this taxation burden at the very time that stimulation of private expenditures is so vital to the national interest. This serves to emphasize the important contribution which governmental bodies can make to national prosperity by a rigid control of their expenditures - and as a corollary by the achievement of a reduction in overhead debt charges - during periods of normal or abnormally good economic conditions, i.e., when private expenditures are capable of affording the necessary measure of employment.

Again, a taxation policy that discourages industry from building up reserves will leave industry too weak to cope with adverse conditions; will hasten the coming of another depression, and will throw the entire burden of unemployment on the shoulders of the government as soon as the depression appears.

The Commission desires to direct the attention of the Royal Commission on Dominion-Provincial Relations to the possibilities of granting some relief under the income tax for expenditures actually made in replacing obsolete industrial equipment. It suggests that a special allowance might be made under the income tax law for expenditures made in replacing obsolete plant and equipment. Such expenditures might be deducted from income before the income tax is computed but only to the extent of the value which had not yet been written off in depreciation and only if and when the asset be actually replaced. It would, of course, be necessary that such a privilege should be restricted to periods of depression and unemployment. Even though it were administratively possible only to make such provision under the corporation income tax, the Commission is convinced that a significant effect in promoting capital expenditures at an earlier stage of recovery would be achieved. A further and important benefit, if this policy

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were effective, would be an improvement in the competitive position of industry in a country which is peculiarly dependent on the competitive strength of its position in export trade.

The Commission also recognizes the problem which exists because of the heavy burden of taxation placed upon land and buildings. It is of the opinion that this heavy burden, which has increased rather than decreased during the period in which property values have declined so drastically, has been a direct deterrent to the recovery of private expenditures in the field of building construction; and that such tax readjustment as is possible and equitable would have a beneficial effect in promoting more rapid recovery in these trades.

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It should be emphasized that there is no mechanical formula on which programmes of expansion and contraction of public expenditures can be operated. The Commission would reiterate, however, that the value of such programmes depends on adequate financial provision through debt reduction having been made in times of prosperity, and upon wise selection and adequate planning of the types of works or expenditures to be undertaken. It would emphasize that the time to launch such a programme is not at the onset of a crisis, but after necessary adjustments have been made, and before a secondary depression, based on fear, the prospect of further declines in prices and investment, and general panic, develops. It would emphasize, also, that such a programme ought to be co-ordinated with the monetary policy followed by the government and the Bank of Canada, and should be accompanied by credit expansion. On the precise monetary problems involved the Commission does not venture to pass judgment.

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G. EMPLOYMENT FACTORS IN PRODUCTION AND DISTRIBUTION

Two factors upon which public attention has been focussed during recent years are the extent to which the limiting of daily and weekly working schedules and the increasing use of labour saving devices affect employment in the production and distribution of goods or in the service trades. Both these, and particularly the limitations of hours of work, are of broad concern in the social and hygienic field - especially in so far as the employability of the worker is improved or, where leisure time is extended, new fields of employment so opened up indirectly affect the employment situation.

It is, however, only from the standpoint of the direct effect of the two factors in increasing employment opportunities that they are here dealt with.

The Commission's consideration of these matters has led it to the following conclusions:-

1. Effect on Employment of Limitation of Daily and Weekly Working Schedules

The Commission regards it as fundamental that employment in the production and distribution of goods or in services will not be increased by reductions in daily or weekly working schedules if the result of so doing is so to increase costs or reduce quality as to either decrease output or retard expansion of the market for such goods or services.

It is recognized that the above condition can only be met where reduction in working schedules without reduction of the wages paid for the longer schedule is offset, or more than offset, by increased efficiencies - not only in labour, which is often the minor cost of production, but also in the many other factors which enter into costs. Where such conditions are not met, then either private or public expenditures can buy less, or the export industries can sell less, resulting in less employment.

The spreading of existing jobs amongst a larger number of employees, diminishing their wages proportionately to the reduction

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in the working schedule, does nothing to increase the aggregate purchasing power and nothing, therefore, to increase employment. It must indeed result in the standard of living of those already in employment being lowered.

It would seem evident from an examination of the answers which were received to the Employers' Questionnaire sent out by the Commission, that there is considerable opportunity for expanding employment by an active examination on the part of employers as to whether within their own industries the minimum number of working hours, consistent with the maximum efficiency in cost and quality of production and distribution, has been achieved. The efficiencies may come either from more advantageous use of expensive equipment installations, or from improved quality or greater production that flows directly out of the shorter working period, or indirectly out of the cumulative improvement in physical or mental condition of the employee arising from a greater leisure period. Even within one factory there may be varying processes, differing in the degree of strain imposed upon the worker, and, therefore, requiring differing work schedules to achieve the most favourable output conditions.

Large retail distributing establishments can also do much to assist in dissolving the remaining problems in connection with Unemployment Aid by co-operating, where within their power, in pursuing an even buying policy. Where orders are withheld for any protracted period, resulting in manufacturers having to close down their operations only to find themselves faced a few months later with a delayed demand which necessitates overtime working, inevitably there results, first, an unnecessary drain on the public purse in that workers frequently receive Unemployment Aid while the factories are closed down, and, second, unnecessarily high manufacturing costs, tending towards restricted demand because of higher selling prices.

The Commission brings these points to the attention of industry with a recommendation that a special programme of overhauling factory operations and distributor buying policy be undertaken, having

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as its objectives the increasing of the numbers employed by reductions in working schedules and the maintenance of employment on a more even keel as a matter of public and private economy. There is little doubt that as yet these fields have been far from completely explored.

2. Effect on Employment of Increasing Use of Labour-Saving Devices.

Looked at broadly it is obvious that mechanization in both primary and secondary industries can be encouraged to the maximum where production of more or better quality goods results thereby, provided that a fair proportion of the extra economies resulting from these developments is expressed in the form of lower selling prices or better consumer value; and/or reduced hours of labour or higher wages for those involved. Still more should mechanization be encouraged where the result is the production of new types of goods or better service.

If Canada is to continue its development and to hold or better its trade position in competition with other countries of the world, and is to provide for its citizens an increasingly higher standard of living, the maximum adoption of new processes and new machinery must be encouraged. Unless this is done the burden will fall upon the export industries in the form of higher prices paid for goods made in Canada which are required in their operations. In other words, it must be borne in mind that the costs of producers of goods which bulk large in Canada's export trade, e.g., wheat;,pulp and paper; fishery products; minerals, etc., are affected materially by the prices such industries have to pay for equipment and implements; clothing, and such services as railways and elevators. Efficient performance in these industries is therefore of great importance. Particularly in a country which depends so much upon transportation as does Canada, is it necessary that careful study be given at all times to cost and efficiencies in railway transportation.

Should, therefore, Canada lag behind in achieving the advantages to be derived from technical improvements, the numbers of its workers engaged directly and indirectly in obtaining its proportionate share in the export markets would dwindle.

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Unquestionably, however, the immediate effects of the introduction of labour saving devices in particular geographical areas or in particular industries are often such as to deprive specific groups of workers of their livelihood through no fault whatsoever of their own. The Commission's view in such cases is, that, in addition to any adjustment in working conditions which might be made by the employer where circumstances permit, a national responsibility thereupon ensues in the transition period towards new opportunities before such groups can again become self-supporting. This can partially be met by means of the protection afforded by Unemployment Insurance, to which the employers, of course, contribute, and, further, and more importantly, by special measures made effective in such cases to transfer workers to new fields of available employment, or to train them where necessary for different work from that to which they have been accustomed.

The instrument for effective work along this line would, of course, be a modernized Employment Service working under national direction, as has already been recommended.

H. REHABILITATION AND TRAINING MEASURES

An adequate supply of skilled or semi-skilled labour is an essential at all times for the efficient carrying on of commercial, industrial and agricultural or other primary activities. The number of unskilled workers that can be placed in employment depends, to a considerable extent, upon the adequacy with which this requirement for the more skilled worker can be met.

There are two main phases to the work of training which fall within the Commission's purview:-

1. Rehabilitation work arising out of the necessities of intermittent periods of economic stress;
2. Permanent training measures, e.g., apprenticeship and learnership, applicable at all times.

In both cases it would seem proper that the main responsibility (other than that which falls on industry itself) for providing adequate measures suitable to the varying conditions in the different Provinces

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should lie with the Province in question. It is not suggested by the Commission that jurisdiction in these matters should be assumed either in whole or in part by the Dominion, except that, when special need exists as at present, or as it may in similar future periods of economic stress, the Dominion might contribute towards the cost of particular rehabilitation or training projects.

Dealing first with rehabilitation: it was apparent that special steps would be necessary if advantage was to be taken of the prevailing recovery in employment to reduce to the fullest extent the numbers of those in receipt of Aid. It was to meet these special circumstances that, based in important measure upon a Dominion-wide survey undertaken by its Youth and Women's Employment Committees, recommendations for youth training and rehabilitation measures for older groups were submitted to the government. These recommendations are listed in the Interim Report and are referred to in Section I of this report.

Although the recommendations respecting rehabilitation of older groups have not yet been put into effect, the operation of the youth training schemes, while handicapped by the lack of an adequate administrative field organization, has demonstrated their value and provided some experience upon which permanent schemes for training and rehabilitation of unemployed workers can be framed.

It is important that schemes initiated under both categories be of a character suitable to the region in which they are established, and that they should be aimed to meet the probable future requirements of both primary and secondary industries. To this end the advice and co-operation of employers and employees and of educational authorities should be sought in the formative period - the best medium for this, in the opinion of the Commission, being Advisory Councils attached to the Employment Service.

In any future periods of extended unemployment, it will be of the greatest importance that the projects instituted to take care of the conditions herein outlined should come into existence sufficiently early to prevent necessitous young people from losing their morale,

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and to ensure as far as possible the maintenance of the skill, physique and morale of the older group. It is quite evident from the experience afforded by recent years that this would be a sounder and less expensive method of handling the problems that arise in such periods. The practical assumption would be that the Provinces, in co-operation with industry and with the aid of the Employment Service of Canada, would develop such plans and would pay the cost of equipment and administration, while, if the previously outlined re-allocation of Unemployment Aid administration were accepted, the maintenance of those engaged under approved plans would be provided by the system of Unemployment Aid.

The second and more permanent phase of the training work involves the provision of opportunities for youth to be fitted into industrial life. The National Employment Commission Act specifically called upon the Commission to make recommendations in respect to this. It is the view of the Commission, based again upon the extensive studies of the Youth and Women's Employment Committees, that apprenticeship and learnership courses should be available at all times to meet the requirements of industry. These are constantly changing as a result of differences in type of product and methods of production. The main financial burden of this training work should necessarily fall upon industry, and thereafter the field is peculiarly a Provincial one. Indeed many of the Provinces have already provided by legislation for permanent machinery in respect to apprenticeship.

The Commission feels, however, that the Dominion government could extend useful co-operation by establishing a division in the Department of Labour for the purpose of initiating and extending apprenticeship and learnership plans throughout the Dominion. While not exercising any administrative functions in respect to any such plans, this division would provide a co-ordinated service by collecting information and data concerning all of them - whether in operation or proposed and whether of a State or private nature. It would thereupon make the information and data so obtained available to any Province,

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Municipality, corporation or group of persons desiring to use the information as a means of establishing apprenticeship or learnership schemes. It would further conduct such publicity as would facilitate the initiation or extension of such schemes throughout the Dominion.

The Commission has recommended that the following provisions should be observed in the establishment of apprenticeship and learnership plans:-

1. Clear distinction as between "apprenticeship" and "learnership" plans. (Suggested distinctions are full apprenticeship training in industrial trades, specialized services or agricultural pursuits; shorter learnership training to broaden skill of worker - and prevent his being a "one job" man - in mass production operations.)

2. Definition of age and sex eligibility. (Suggested basis for both sexes, from school leaving age to 21 years for apprenticeship; to 35 for learnership.)

3. Qualifications for selection. (Limitation of apprentices to those qualified by education, physical condition and adaptability.)

4. Fixed period for apprenticeship courses. (Suggested shorter period, suitable to particular industry, for learnership.)

5. For apprenticeship only, a written indenture between apprentice, his parent or guardian, and employer.

6. Compulsory government registration and supervision of all approved apprenticeship and learnership plans.

7. Maintenance of craft standards by definite schedules and standards of training - with periodic tests and granting of official diplomas.

8. Fixed period for class instruction of all apprentices and obligatory attendance thereat. (Suggested instruction period, eight weeks each year for apprenticeship, four weeks for learnership where feasible.)

9. In the case of apprenticeship definite ratio of apprentices to journeymen. (Periodically fixed according to changing conditions.)

10. Progressive wage scale to provide apprentice with regular income. (Wages for all production time to be paid by industry not by government.)

11. Plans to interlock with Provincial vocational education.

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12. Establishment of Advisory Committees under Provincial supervision for each trade, where feasible, to work out methods most suitable for the application of plans in designated areas or for particular industries.

13. Appointment of vocational officers to co-operate with technical and secondary schools.

14. Employer and employee organizations to be given every facility to become familiar with the work of technical schools and with the Employment Service; permission to be granted by industries to senior students and teachers to visit and become acquainted with factory operations as far as may be practical.

15. Revision of school curricula from time to time to bring same into harmony with the practical requirements of industry.

16. Provision to be made in Minimum Wage Laws for exemption of accredited apprentices where their wages are regulated by approved apprenticeship schemes.

. . . . . .

Forming part of this Section of the Report is the following:-

Appendix "F"

A study of "The Impact of the Depression on Various Groups in Canada".

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SECTION III

The recommendations made in Sections I and II of this report inevitably raise the question as to what administrative machinery will be necessary if they are to be implemented in practice. A review of these recommendations will show that the work of implementing them falls naturally into the following divisions:-

a. Steps to carry out immediate Commission recommendations

Continuation of existing registration work (i.e., the compilation of statistical segregations of the various groups to whom Aid, Assistance or Relief is being given in various forms).

Publication on a factual basis of data relating to problems of employment and relief, with a view to maintaining public support for the measures necessary to implement the policies laid down.

Negotiations connected with recommendations for -

1. Co-ordination of Dominion-Provincial-Municipal and welfare agency efforts in the relief of distress.

2. Correlation of government works projects with governmental Aid provided in other forms, and evaluation of such projects in accord with the criteria established.

3. Active development of the programme for the rehabilitation and reconditioning of the necessitous unemployed, pending modernization of the Employment Services and running concurrently therewith.

4. Co-ordination of activities of the various governmental departments (mainly Labour, Agriculture, Mines and Resources, and Fisheries) in achieving remedial types of attack on local employment and relief problems.

b. Steps to carry out long range Commission recommendations

Registration work as now being carried out in co-operation with the Provinces and Municipalities. (To the extent that the Dominion government assumes the administrative responsibility for, and control of, Unemployment Insurance and Unemployment and Occupational Aid, however, this work will be simplified. Co-ordination will then be necessary with Provincial and Municipal authorities to ensure the availability of a statistical record in connection with social assistance and relief measures, such as Old Age Pensions, Mothers' Allowances, care of indigents, etc., this in order that a complete record of all persons to whom Public Aid is granted may be available. This latter section of the work naturally lies with the Dominion Bureau of Statistics.)

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Employment Service modernization and administration on a basis which will gradually develop a nationally directed and effective placement service to serve as a focal point for local attacks on employment and Aid problems.

Institution and organization of Unemployment Insurance and administration of Dominion Unemployment and Occupational Aid, if the Dominion government assumes the functional division of administrative responsibilities envisaged in Section II, Chapters 5 and 6.

Co-ordination work as between Dominion-Provincial, and where found advisable and practicable, Municipal authorities in organizing Aid, Assistance and Relief and in co-ordinating them with Voluntary Aid.

Continuing examination of the level of public expenditures, private and governmental, with a view to recommendations for appropriate governmental action on public works programmes as varying economic circumstances require.

As previously mentioned, the National Employment Commission has so far functioned almost entirely in an advisory capacity. It is now felt that the phase of its work represented by studies of matters affecting unemployment and Aid, Assistance and Relief, and recommendations based thereon, is substantially completed. Further, that the remaining purpose to be fulfilled, namely, the translating of its recommendations into practical effect, requires a different type of activity, administrative as distinct from advisory. For this reason it has been felt advisable to make a final report on the Commission's work to date and to indicate herein the type of administrative machinery which, in the Commission's view, would be best suited to the requirements of the new phase into which the work should now enter.

The complex nature of the work still involved, the considerable period required to produce effective results, entirely apart from the administration of such services as are permanent in nature (e.g., Unemployment Insurance as and when established) and the policy considerations and co-ordinating efforts required, make it quite evident that something more than the departmental machinery already existent will be required. In fact, to leave this work in the hands of officials already over-burdened with their regular duties is to ensure a failure to solve this most urgent phase of national problems.

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Bearing in mind that the carrying out of the recommendations will require co-ordination of activities between departments of government, between Provincial and Dominion governments, as well as collaboration with industrial and labour organizations, it is recommended that the National Employment Commission be succeeded by a small administrative committee to be entrusted with the practical implementation of National Employment Commission recommendations as approved by the Dominion government. It is recommended that such an administrative committee be directly responsible to the Minister of Labour and be charged with the administration of such functions as Registration, Employment Service, Training and Rehabilitation Projects, Grants-in-Aid, Publicity, etc. As and when a national system of Unemployment Insurance is enacted, an independent commission to administer the plan would presumably be required ... and at that time the functions of related activities could be better co-ordinated under one administrative unit.

In addition to, and working in co-operation with, the administrative committee already recommended, the Commission, in connection with its recommendations on "Public Expenditures", has formed the view that desirable objects could be attained if there were in existence an inter-departmental committee of officials - upon which the administrative body recommended would also have representation - this inter-departmental committee to be charged with the duties:-

(a) of examining from time to time and carrying on studies of economic changes likely to affect the volume of employment, and

(b) of providing the government with factual analyses on which the government might base its decisions to expand or contract expenditures.

Such an inter-departmental committee might also be the medium through which plans could be developed in the appropriate departments for postponable public works to serve as a means of contraction and expansion of public expenditures.

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The Commission does not feel competent to prescribe precisely the composition of such a body, nor to lay down rigidly its relations to other governmental machinery. Its experience has convinced it, however, of the importance of providing a basis of knowledge for the consideration of policies transcending the limitations of individual departments. It would be essential that such a body should be so constituted as to ensure the most careful consideration by the government of its findings. It may be that this could be best achieved by making such a committee responsible to a sub-committee of the Cabinet.

APPRECIATION

In concluding this report the Commission wishes to express its gratitude for the valuable help and guidance it has received in its deliberations from the Women's Employment Committee and the Youth Employment Committee in matters appertaining to their respective fields, and an important part of the findings of these two Committees is embodied in the Commission's recommendations.

The Commission also wishes to place on record its great appreciation of the degree of co-operation afforded it by the public in general throughout the last nineteen months. Especially it would like to pay a tribute to the co-operation which the Press throughout the country has so generously given, both in putting the Commission's plans and policies before the public and in providing constructive comment thereon. This has, in the Commission's view, represented a most valuable contribution.

The Commission places the utmost importance on the voluntary work of the members of the non-political committees formed throughout the country in connection with the promotion of the Home Improvement Plan, and particularly of the Provincial Chairmen of those committees

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whose efforts represent a national contribution of the greatest value.

Finally, the Commission also wishes to record its deep appreciation of the co-operation so freely given by other Departments of Government, particularly the Dominion Bureau of Statistics, the Departments of Mines and Resources, of Labour and of Agriculture, all of whose services were most freely drawn upon in the compilation of special statistical tables, preparation of charts, etc.

To the Secretary and to the Director of Registration, and all members of the staff of both these sections of its activities, the Commission desires to express its warm appreciation for the faithful and willing manner in which they have at all times performed their respective duties, bearing in mind that the work of the Commission often called for a disregard of regular routine office hours.

Arthur B. Purvis,
Chairman.

Tom Moore,
Vice-Chairman.

W. A. Mackintosh,

Alfred Marois,

A. N. McLean,

*
Mary Sutherland,
(with reservations noted below)

E. J. Young,

---

* Mrs. M.M. Sutherland has signed this report subject to the reservations on Section II, Chapters C and D, set forth in the memorandum which immediately follows.

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MEMORANDUM OF RESERVATIONS CONTAINING
THE REASONS FOR DISSENT

From Chapters C and D of Section II of the Final Report of the National Employment Commission and such other portions of the Report as suggest or infer the substitution of ~~the~~ "Administrative ~~Direct~~ Responsibility" by the Dominion for the relief of distress resulting from loss of income because of absence or loss of work, for that presently existing of leaving the primary responsibility for the relief of distress in this case arising from loss of income because of no work, with the Municipal authority and/or the Province, the Dominion contributing thereto only when, in its view, it is shown that a practical necessity exists because of the unusual nature or extent of the distress.

On page 15 of the Interim Report of the National Employment Commission of July 1937, the Commission stated its recommendations regarding practical measures for ensuring efficiencies and economies in the administration of Aid. They were as follows:

> "The Commission has given prolonged study to this phase of the duties assigned to it.
>
> "As it is held that the division of authority under the British North America Act gives to Provincial Governments exclusive jurisdiction in the field of civil rights, the prior obligation in meeting dependency rests primarily with the Province or, in turn, the Municipality. And while appreciating that changing conditions in economic life; the limited taxation powers of local units of government; and the fact that Dominion policies affect local opportunities have led to participation by the Dominion in meeting the cost of economic dependency, nevertheless the Commission strongly recommended that, <u>as long as the present constitutional basis exists</u>, the method introduced in 1934, of granting Aid on a temporary or emergency basis without definite or adequate control should be abandoned by the Dominion and the following basic principles accepted:-

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1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;

2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the unusual nature or extent of the distress;

3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to -

   (a) careful co-ordination of effort and
   (b) supervision through the designation of a proper Dominion authority."

Attention is drawn to these words "as long as the present constitutional basis exists". Nothing has transpired in the interval to alter the then existing constitutional basis. To say, as the Final Report does on page 18, that in "The appointment of the Royal Commission on Dominion-Provincial Relations ..... an entirely new field of possibilities is thus opened up", has no bearing on anything the National Employment Commission is expected to do at this time and is to anticipate recommendations from the later Commission which can be at the moment only imaginative speculations. The National Employment Commission is an advisory instrument, created more than a year before the Royal Commission on Dominion-Provincial Relations. The reference of the National Employment Commission was specific and was defined in the Act which created it. That reference was of compelling urgency and emergent in character and extent.

In dissenting the opinion is held that Chapters C and D of Section II are an unnecessary and gratuitous discussion of a subject outside the reference of the National Employment Commission and should not have been included in the Final Report. The Government's announcement that it was inviting the cooperation of the Provinces in bringing in a system of Dominion contributory Unemployment Insurance has made an examination and discussion of that matter by the National

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Employment Commission superfluous. To enable the Dominion to assume administration of Aid and so to relieve the Municipality and/or the Province of any of their primary responsibility for relief of distress would require, in this opinion, a similar constitutional amendment to that now being sought by the Dominion to enable it to enact Unemployment Insurance. The reference of any problem in the solution of which changes in the constitution might be involved was given to another Commission and is entirely outside the scope of the National Employment Commission.

In dissenting from Chapters C and D of Section II the Act establishing the National Employment Commission is interpreted to require the Commission's recommendations to be framed to apply within the presently existing constitutional jurisdiction. It is presumed that the National Employment Commission was not then and is not now expected to base its recommendations on some anticipated and hypothetical allocation of powers, responsibilities and finances as may or may not be recommended or suggested by some subsequently created Commission.

But since those Chapters are a part of the Final Report, and since they support a change of administrative responsibility that is not agreeable, a change which in effect would relieve the Municipality and/or Province of the primary responsibility for relief of distress resulting from unemployment and loss of occupation and instead make the Dominion solely responsible, it is necessary to dissent therefrom. Herewith the reasons for dissent are given.

To make clear the Final Report does favour a change of administrative responsibility for the relief of such distress as was referred to the National Employment Commission, the following quotations are made:

On page 41 of the Final Report is this paragraph, to which attention is directed:

> "This Commission also recognizes that the establishment of a national system of Unemployment

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Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion."

On page 44 is the following:

> "Unless this is done it is certain that there will be continued pressure of public opinion to force extended benefits under the insurance scheme even though these may not be actuarially sound."

Again on page 44:

> "It seems clear to the National Employment Commission therefore, that a system of Unemployment Insurance ultimately necessitates, in addition, a system of nationally administered Unemployment Aid for the purpose of caring for need arising from unemployment not covered by insurance benefits."

On page 48 the position taken in the Final Report is summed up in this statement:

> "What is envisaged here therefore is a unified administration of Unemployment Insurance, Employment Service of Canada and, as a corollary, of Unemployment Aid through which financial and administrative provision could be made for dealing with unemployment, and with certain phases of loss of occupation, as they arise."

In the dissenting opinion it does not follow by any means that Dominion Unemployment Aid should become a "corollary" to Dominion Unemployment Insurance. The action of the Government in seeking to initiate Unemployment Insurance is interpreted to indicate an acknowledgment by the Dominion of the heavy burdens the municipalities and provinces are bearing on account of relief and a willingness to assist them, in a specific and defined way, in meeting the costly responsibility that is primarily theirs. The Dominion has chosen to assist by relieving the primarily responsible governments of that portion of such burden as results from unemployment which the Dominion believes can be met by some scheme of Unemployment Insurance. The primary responsibility for relief of distress remains, as always, with the Municipality and/or the Province, and should remain there.

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Neither does it follow, as the Final Report represents, that unless there is a system of Dominion Aid for the relief of other distress resulting from unemployment the insurance fund is liable to become actuarially unsound in a serious depression because continued pressure of public opinion may force extended benefits when insurance benefits have been exhausted or force on to the fund persons who should not be beneficiaries. That would be impossible under the Canadian federal system of allocations of jurisdictions and responsibilities between Dominion and Provinces, each with certain sovereign powers.

In England such an exigency did develop and it threatened the solvency of the insurance fund. But England, which is a unitary state, is not comparable to a federation of states such as Canada is and the reaction to similar legislation in the two countries will be very different. In this country, with responsibility for relief resting primarily and fundamentally with the unit of government nearest the individual, and that unit possessing its own taxing and administrative powers, such a danger does not exist. Dominion Unemployment Insurance will be for the exclusive care of the beneficiaries under the scheme, so long only as there are benefits to enjoy.

To represent that the Dominion should assume administration of the relief of distress resulting from unemployment and loss of occupation is to seek to destroy something that is fundamental in the spirit and pact of Confederation. It is to deprive Provinces of a responsibility and power that is their sovereign right. It is to add one more measureful to the volume of opinion already in existence in certain parts of Canada, which favours wider centralization of responsibility and power in the Dominion.

The fact that Municipalities and Provinces are at the moment distraught and harassed by their financial incapacity to meet their primary responsibilities is entirely beside the point. Indeed if relevancy can be claimed it should be to caution against the capitalizing of their

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distress and difficulties for the purpose of securing an assignment of any of their provincial rights or powers to a central government.

Without entering into a discussion of the constitutional allocation of rights and powers, as between the Dominion and the Provinces, matters which have provided briefs for lawyers since Confederation, suffice it to say that, within their jurisdiction, Provinces legislate in respect to material resources, agriculture, mines, forests, factories, etc., and in respect to human resources in such matters as education, health, and labour, including hours of work, minimum wages, workmen's compensation, factory conditions, the health of workers, indigency, etc. Material resources and human resources are inextricably bound together in the economic structure. The material resources, and the human resources in the application of their minds and labour, whether to material resources, in trade, or in service, and all the ramifications of that relationship, constitute an indivisible oneness and consequently have been and should be governed in matters appertaining to that relationship within one jurisdiction. That status never has been successfully challenged.

That the allocation of that jurisdiction should be implicit in the sovereign rights of the Provinces is fundamental and perfectly logical. The first Dominion of Canada was brought about by the union of four sovereign states, each of whom had enjoyed a full measure of autonomy. The union would never have been consummated had not their differences been frankly acknowledged and accepted as inevitable and inescapable. Consequently, with those fixations of differences, a federation of sovereign states was the only type of union that was possible of success. Canada, with her immense area, with her varied resources and her peculiar distribution of them, with her racial and religious minorities, with her separation of maritime and inland territories producing problems individual and peculiar to each

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and her very geography, necessitates a federation of states each enjoying fairly wide sovereign powers. In the allocation of powers then it becomes fundamental that the well-being of citizens, the conditions under which they live and work, that relationship of human and material resources, in a word their domestic or civil functions, so different in each section of the country, should be within the jurisdiction closest to the individual. To divide the jurisdiction that has been exclusively the Provinces' is to reduce the rights and powers of the Province. It is an unsporting attempt, because it is made at a time when the Provinces are under serious obligation to their creditors, to wrest some of their power from them; other powers would follow inevitably.

It is significant that the Provinces, weighed down by burdens beyond their capacity to carry, have made no representation to the National Employment Commission that they should be relieved of this responsibility. Because their legislative and administrative jurisdiction has been that surrounding civil functions and because they are conscious of its indivisibility, it can be presumed they are aware that any attempt to divide domestic jurisdiction between themselves and the Dominion is to invite for this child of the Provinces the method of partition once submitted by that very wise old legislator, Solomon.

Such a change of responsibility for administration of relief of distress as proposed in the Final Report is very unfair to the Dominion. In effect the National Employment Commission is asking the Dominion to assume only the burden of the distress of the human resources. If the Dominion is to be invited to assume such full responsibility instead of, as hitherto, to render financial assistance to the provinces in the discharge of their proper responsibility then we might expect the Dominion to require in return the complete surrender by the Provinces of jurisdiction over the material resources, the agriculture, mines, forests, fisheries, factories, etc. The

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National Employment Commission cannot with consistency advise the former without also advising the latter. Provinces have argued, always in the end successfully, for the control of their material resources. Canadian history for the past seventy years confirms one in the belief that the Provinces can be expected to resist to their last autonomous and sovereign breath the surrender of those rights. Because of the nice interdependence of people and resources in the economic structure, both would be better supported within one jurisdiction. Consequently, it is submitted that the relief of distress must remain a primary responsibility of the Municipality and/or the Province, with the Dominion contributing when in its opinion it is shown that a practical necessity exists because of the unusual nature or extent of the distress.

Constitutionally, Unemployment Insurance belongs to the Provinces also. Its seeking of a constitutional amendment would indicate that the present Dominion Government does not occupy any other position in respect to it. Honourable Ernest Lapointe, Minister of Justice, succinctly defined the status of the Dominion in relation to the proposed Dominion Unemployment Insurance measure, when he spoke at St. Flavien, Quebec, on the evening of December 19th, 1937. In that speech, he is reported to have said:

> "Because operation of an insurance scheme would affect property and civil rights, it was under the jurisdiction of the provinces. Far from encroaching upon provincial rights", he said, "we are asking the provinces, in order to yield to public request, that they should agree to an amendment giving jurisdiction to the Federal Parliament in this matter".

Plainly then, the Dominion is not seeking to assume primary or any degree of responsibility for the relief of distress. It is seeking constitutional provision to enable it to assist the primarily responsible governments by assuming that portion of their burden which results from unemployment and which the Dominion believes can be met by Unemployment Insurance.

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Under the rather complicated federal system by which Canada and her provinces are governed (and it is complicated largely to the degree that it is misunderstood), successful government results from the widest, freest and most just use of power within the various jurisdictions, but power based on responsibility. Misfortune and vicissitude assail each branch of our resources at one time or another but one of the costs of power is the responsibility to meet adversity. Canada's Federation of autonomous Provinces, whatever may be said of its complexity and clumsiness, has been found to function under strain, whether that strain was from within or without. In times of abnormal strain the strength of the whole has been the support of the distressed. That has been amply demonstrated throughout the recent depression. As the Final Report states in respect to Unemployment Insurance, and it is equally true in respect to all Aid, the Dominion government, because of its more elastic and controllable revenues, is more capable of carrying the highly fluctuating burden necessarily involved, than are the Provinces. The fluctuations are less, averaged over the whole country, than they can be for individual regions or localities. As was developed in the preceding chapter of the Final Report, for debtor countries such as Canada, deriving a relatively high proportion of income from the sale of exports, economic fluctuations, including their depression phase, are largely external in origin and to a large degree uncontrollable. Any domestic responsibility or capacity to control certainly rests with the Dominion government and not with the Provinces. It is precisely for these reasons, and inversely, because the Provinces and Municipalities in their revenues are limited and fixed that the Dominion government has come with grants-in-aid to the assistance of the Provinces in meeting their primary responsibilities.

The least important reason for anything, although it may be the most compelling, is a constitutional reason. In this case there is a fundamental basis, that transcends in importance all others, for leaving the primary responsibility for the relief of distress arising from loss of income because of no work with the Municipal authority

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and/or the Province. It is that in a democratic government the individual has a more responsible attitude to and interest in government to which he pays his taxes directly and which he sees functioning for himself and his neighbours. The further removed and more centralized government becomes and the less direct its taxing powers, the less easily can the individual relate his own responsibilities to its functions. No matter which government is responsible for and administers relief of distress arising from loss of income because of absence of work, there will be constant pressure to increase the benefits and to enlarge the base of admittance to benefits. If responsibility and administration are centralized in the Dominion government, the important counter-pressure from local taxpayers will be eased.

Of most significant import too will be this situation, that the state will have added a fixation of permanency to the evils and abuses that are alleged to have grown up around relief and the mechanics of its administration. An admission of permanency is one that all governments have avoided. Such an admission would indicate that all hope of a great destiny for Canada had been abandoned. It would infer that the application of capital and the fine minds and labour of the Canadian people to the country's resources could not be made in such a way as to provide an ever more satisfying, self-supporting existence for every person capable of working. But when the Dominion accepts such responsibility and defines by statute the distress resulting from unemployment and loss of occupation which it will relieve, and sets up a machinery to administer such relief permanency becomes inevitable and fixed.

While the Dominion has neither the sole nor any of the primary responsibility for the relief of distress resulting from loss of income because of loss or absence of work, the Dominion is free to come, as it has come many times since Confederation, to the financial assistance of the over-burdened, primarily responsible governments to any extent it believes proper. Even more important, and this is especially so when endeavouring to avoid permanency, the Dominion is free to terminate such financial assistance when, in its opinion, it is shown that a practical necessity no longer exists. The constitutional allocation of responsibilities obtaining

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for the past seventy years has been responsible, mainly, for the avoidance of the blight of permanency. Local authorities, responsible to local taxpayers, have found it possible to limit, reduce and finally to dispense with relief as conditions known at first hand permitted it.

The system proposed in the Final Report has such far-reaching implications that, at the moment, they can be seen only as "through a glass darkly". Eventually the change, almost certainly, would result in the Dominion assuming the care of indigency resulting from unemployment, the debts of the Provinces on account of relief, and sole responsibility for training and re-training schemes for unemployed youth. The Dominion must be prepared to face the claim, which almost certainly would be made, that the acceptance of the new principle should obtain from the initiation of the distress and should be applicable to all the distress resulting from loss of employment and loss of occupation.

Possibly it is true that the system of Dominion contributions by grants-in-aid, to meet excessive distress resulting from loss of income through loss of work, has suffered abuses. It is submitted that such abuses as have come to the attention of the National Employment Commission are not the result of a wrong principle but rather are the result of failure to apply proper controls at the initiation of the grants-in-aid. Financial assistance to the primarily responsible governments, by means of grants-in-aid, was hastily given to meet an emergent situation. Through continuing emergency definite controls were lacking because recovery was believed to be "just around the corner". While it has become increasingly difficult at this late day to impose the proper controls and supervision, the case is far from hopeless. The aversion and impatience in the minds of local government officials against the incidence of their primary responsibility for relief of such distress as is discussed herein is the healthiest omen that, in the end, they will be impelled to apply the best administration to the problem, with a view to reducing it to a sound economic basis consonant with its humanitarian objectives.

In spite of errors in the practices surrounding the

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giving of Dominion financial assistance through grants-in-aid, the primary responsibility of the government closest to the applicant is fundamental. Although a change to a centralized system, where the Dominion assumes administrative responsibility, may have some advantages in the mechanics of its application, any new system designed to finance and administer so uneconomic a national burden as distress resulting from loss of income because of no work, is liable also to many abuses.

The responsibility is a costly one to the Municipalities and/or the Provinces even with the Dominion assisting, in such a depression as has been experienced during the past eight years. The solution, it is submitted, lies not in attempting to divide the field of civil rights and responsibilities herein referred to between the Dominion and the Provinces but in making such an adjustment of finances between the two that the enlarging and increasing responsibilities of both will be adequately met. To find that equitable adjustment is not the problem of the National Employment Commission.

In concluding it is submitted:

1. That Chapters C and D of Section II should not have been included in the Final Report of the National Employment Commission because the subject of their discussion is outside the Commission's reference;
2. That, having been included, it becomes necessary for the undersigned to dissent from the Chapters, believing:
   (a) That it is fundamental that the primary responsibility for the relief of distress (in our reference

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distress resulting from unemployment or loss of occupation) should rest on the unit of government nearest the applicant, the Municipality and/or the Province, the Dominion contributing thereto when, in its view, a practical necessity exists because of the unusual nature or extent of the distress;

(b) That Dominion Aid or relief is not a "corollary" to Dominion Unemployment Insurance;

(c) That the present allocation of functions and responsibilities implicit in the British North America Act between the Dominion and the Provinces is a sufficient safeguard against possible bankruptcy of the insurance fund under a Dominion contributory Unemployment Insurance scheme.

It is a matter of regret that, after nineteen months of unanimity on other matters of major importance, there should be the necessity to disagree on a principle of such transcendent importance and significance as that discussed herein. The opportunity is taken to express appreciation of the generous attitude and encouragement accorded by fellow-Commissioners to submit this dissent from Chapters C and D of Section II of the Final Report of the National Employment Commission.

All of which is respectfully submitted,

Mary Sutherland,

Commissioner.

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APPENDICES

to

FINAL REPORT OF THE

NATIONAL EMPLOYMENT COMMISSION

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APPENDIX	SUBJECT
"A"	Interim Report of the Commission and Summary of Recommendations only.
"B"	Organization Details, etc., to December 22, 1937.
"C"	Relief Registration with Comparative Tables, September, 1936, and 1937.
"D"	Information Service Bulletins.
"E"	Low Rental Housing Plan.
"F"	A study of "The Impact of the Depression on Various Groups in Canada."

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Appendix "A"

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APPENDIX "A"

INTERIM REPORT

of the

NATIONAL EMPLOYMENT COMMISSION

June 1, 1936, to June 30, 1937.

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C 137895-A

OFFICE OF THE CHAIRMAN

NATIONAL EMPLOYMENT COMMISSION

OTTAWA, 21st July, 1937.

The Honourable NORMAN MCL. ROGERS, P.C., M.P.,
Minister of Labour,
Ottawa.

SIR,—As Chairman of the National Employment Commission, I have the honour to transmit an interim report unanimously approved by the Commission on the 15th of July, outlining its activities during a period of thirteen months, from the date of its inception to the 30th of June, 1937.

The report is divided into two parts, the first dealing with the Commission's powers, studies and recommendations, the second with its personnel, organization, expenses, etc., and containing a summary of its recommendations.

Yours faithfully,

(Sgd.) ARTHUR B. PURVIS,
Chairman.

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C 137893

INTERIM REPORT

OF THE

NATIONAL EMPLOYMENT COMMISSION

1st June, 1936, to 30th June, 1937

OTTAWA
J. O. PATENAUDE, I.S.O.
PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1937

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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C 137896

PREFACE

This interim report submitted by the National Employment Commission is the first official report since its appointment in May, 1936.

It deals essentially with those matters which, in the opinion of the Commission, represent the more urgent phases of the problems with which it was charged.

The Commission, both in the conduct of its studies and in the formulation of its recommendations, has endeavoured to keep within the existing provisions of the British North America Act.

It recognizes, however, that questions of jurisdiction as between the Dominion and the Provinces may arise in the carrying out of its recommendations, particularly as most of its proposals were formulated prior to the Privy Council decisions handed down on January 28th, 1937, and that action recommended to the Dominion Government may in some cases therefore be found to be beyond its powers.

In the handling of the employment and Aid problems, it is vital that policies should be co-ordinated on fundamentally sound lines. The Commission therefore urges that all governmental bodies should immediately co-operate to overcome such difficulties of jurisdiction as may be found to exist.

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C 137897

C 137897(a)

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NATIONAL EMPLOYMENT COMMISSION

INTERIM REPORT

Under the National Employment Commission Act, 1936, the National Employment Commission was appointed by Order in Council on May 13, 1936. The duties assigned to it—all of them advisory except where otherwise decided upon by the Minister of Labour—fall into five main categories:—

I. Securing data in order to determine the nature and extent of the problem;

II. Formulation of recommendations regarding practical measures for increasing employment;

III. Formulation of recommendations regarding practical measures for ensuring efficiency and economy in the administration of Aid;

IV. Formulation of recommendations for the setting up of machinery to carry out Commission policies approved by the government;

V. Formulation of long-range plans of national development for the purpose of ameliorating the effects of future depressions.

Machinery was also set up under the Act to ensure special consideration of the problems involved in so far as they apply to women and to youth, and additionally the Commission was required to co-operate with the Veterans' Assistance Commission.

It is intended in this interim report (which covers Commission activities during approximately the first year of its practical existence, i.e., to June 30, 1937), to summarize progress made in connection with the first four sections of the duties outlined above, and to indicate the direction, from the National Employment Commission viewpoint, which policies should take at this time. Long-range policies to be dealt with under Section V will be left for a report to be formulated later.

It should be noted first that in deciding upon the general direction of its investigations, the National Employment Commission accepted a certain background for its considerations. Its attack will be better appreciated if this background be kept in mind.

The economic depression which started in 1929-1930, like all depressions, involved a sharp decline in national income, associated with idle means of production—whether of equipment or, more important, of labour. It expressed itself initially, in so far as Canada was concerned, in extraordinary contractions of

Exports of merchandise;
Imports of capital; and
Imports of merchandise.

Various stages usual to depressions (of which this, because of the dislocation resulting from a world-wide war and from mistaken post war policies, was the worst of recent times as regards both severity and length) had been passed before the National Employment Commission came into being. In fact, the stage was in considerable measure already set for recovery since

Stocks of consumers' goods and raw materials had fallen to normal, or were well on the way to becoming normal;

Community savings had again accumulated and capital was beginning to press for investment;

46354—2½

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An accumulation of obsolescence in plant and equipment was becoming increasingly evident.

One of the main effects of these readjustments had been the achievement of important progress in the realignment of prices for primary and secondary products by the more desirable course of increases in prices for the former, and the resultant rise in values of exports from Canada was already tending to enlarge the national income and to encourage fresh importations of capital.

Added to this there was every indication of a continuance of cheap money, coupled with the introduction of measures looking towards greater freedom of trade—the latter a particularly important factor at this stage.

It was recognized by the National Employment Commission that further recovery would be largely dependent upon the degree to which:—

(*a*) Additional investment of private capital could be stimulated, whether to take up accumulated obsolescence in plant or equipment of old industries or to make ventures in fresh fields, and

(*b*) Additional stimulation could be given to public consumption.

It was also recognized that in the achievement of these objectives it would be desirable to ensure as large a measure as possible of governmental co-operation with industry in order to avoid any further postponement of necessary investment, and to direct efforts towards bringing costs for secondary products into line with the selling prices which could be obtained for export products.

Against this background, we proceed to chronicle the work and recommendations of the National Employment Commission.

I. SECURING DATA IN ORDER TO DETERMINE THE NATURE AND EXTENT OF THE PROBLEM

Recognizing the very complex nature of the problem involved, the Commission's efforts under this section of its work have been predicated upon the demonstrated necessity of reversing the tendencies of recent years by breaking the problem down into all its component parts: this in order that remedial or alleviatory measures can be undertaken appropriate to each particular type of distress in question. Considerable difficulties have been met in this phase of the work, easy to understand when it is borne in mind that in the relief registration alone the co-operation of officials in all the Provinces and in over 1,800 local administrative units has been required. Much valuable data is now however becoming available, and it should gradually be possible to achieve a satisfactory running record of the facts underlying the situation, which record will become increasingly accurate as time goes on. In this connection it must be borne in mind that even in improved times it will be necessary to maintain a reliable record of all types of distressed persons to the assistance of whom the Dominion, the Provinces and the Municipalities contribute, if overlapping is to be avoided and the unintentional demoralization of individuals minimized.

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C 137899

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42723—2½

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A. Registration of Those on Relief

The national registration and classification of persons on relief to whose support the Dominion contributed, which the Commission was required to carry out under the provisions of the Act, was inaugurated for September, 1936. Returns available bring out the following picture as at March, 1937, the latest month for which an accurate breakdown of the statistics is as yet available:

Employable Persons in Receipt of Material Aid

These totalled in March, 1937, slightly under 260,000 men and women for the whole Dominion, made up of heads of families and their employable dependents over 16 years of age, and individual persons. (Two-thirds of these were in cities with a population of 25,000 and over). Based on preliminary Provincial telegraphic reports to the Dominion Commissioner of Unemployment Relief of the total number (including non-workers) receiving Aid to which the Dominion contributed, the equivalent figure for June, 1937, is estimated at something below 200,000.

This is the essence of the current employment problem, in so far as those in receipt of relief are concerned, in that it gives the outside figure of those on relief who are really in the labour market and, to the extent that this group is placed, the problem of their non-working dependents automatically disappears. Even here, however, certain deductions are necessary.

First: It must be borne in mind that this group includes not only those who previously were employed as wage-earners, but also those who were working "on their own" in such occupations as fishing, hunting, trapping, shop-keeping, etc., most of whom are naturally not available for employment in the sense of wage-earning because of geographical location, lack of appropriate work-experience, etc.

Second: There is reason to believe that an important number of persons of doubtful employability (for reasons of physical, mental or social handicap), is still included in these totals, especially in the large urban centres. As registration records become more precise the situation in this respect will become clearer.

Farm Resident Operators and Their Dependents in Receipt of Agricultural Aid

These totalled in March, 1937, just under 70,000 heads of families and individual cases, who with their dependents represented (at 331,000) approximately 28 per cent of all those receiving so-called "Unemployment Relief" to which the Dominion contributed at that date. These relief recipients are in no ordinary sense of the word "unemployed," but were in the position of awaiting the return of normal crop and crop selling price conditions. Bearing in mind the still further extent to which the 1937 prairie drought conditions will affect this situation (the registration indicates that even in March, 1937, 73 per cent of those receiving agricultural Aid were in the Prairie Provinces and over two-thirds of this 73 per cent were in the recognized drought districts), it becomes increasingly evident that the problem here is one of subsistence allowances pending normal crop conditions, and/or re-settlement,—this as distinct from re-employment. As rehabilitation measures to meet these conditions are now handled by the Department of Agriculture, it is evident that those in this section should be dealt with on a different basis and eliminated from unemployment records, since the problem of aiding them has no direct bearing on the problem of re-employment. The separation of the two problems would bring about a better understanding of the underlying facts and therefore accelerate measures for taking care of the kinds of distress which are actually involved.

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137900

C 137900

Unemployables or Persons of Doubtful Employability and Non-Working Dependents in Receipt of Material Aid

In March, 1937, unemployables and those of doubtful employability were reported as numbering 58,261 and non-worker type dependents 560,402, making a further total of 618,663 not available for employment in any ordinary sense of the word.

. . .

It will be seen, therefore, that out of a grand total of 1,208,902 persons of all ages receiving Aid to which the Dominion contributed in March, 1937, .000 was an outside figure for those, properly speaking, in the labour market. while no comparable figures of those actually in the labour market are t available from the National Employment Commission registration for nths subsequent to March, 1937, out of the preliminary grand total ate of 932,000 receiving Aid to which the Dominion contributed, as furnished by the Dominion Commissioner of Unemployment Relief for June, 1937, it is anticipated that later returns, when information available permits of accurate analysis, will show the equivalent June figure to be below 200,000. The grand total preliminary estimate for June, 1937, at 932,000 compared with the final figure for June, 1936, at 1,071,000, and with a depression peak in April, 1933, of 1,572,000.

. . .

Arrangements are being made for a continued national registration of Aid recipients to take place in September, 1937, and advantage is being taken of the experience gained from the September, 1936, registration to make improvements in the breakdown achieved.

Veterans in Receipt of Aid

At the request of the Veterans' Assistance Commission, information was asked for on the registration form in respect to heads of families and individuals who had had war service, and further information as to the number of these in receipt of pensions: the data, so secured, was subsequently transmitted to that commission.

B. Employers' Questionnaire

In order to obtain a basis for co-operative measures with industry in the handling of employment problems, the National Employment Commission, with the assistance of the Dominion Bureau of Statistics, obtained from individual employers in the group used by the Bureau to compile its monthly employment index (covering, it is estimated, around half of all wage-earners), answers to a questionnaire covering the following main subjects:—

Employment comparisons in relation to those obtaining in 1929 and 1933, and the causes of changes:

The degree of seasonality in employment;

Present practices in regard to weekly working schedules and their relation to schedules in force in 1929;

Hiring practices, with particular reference to prescribed maximum age of entry and retirement age; methods of hiring, especially as regards use of the Provincial Employment Services; apprenticeship systems, etc.;

The extent to which employee relations plans have been adopted, e.g., sick leave with pay; holidays with pay; pension plans; housing assistance; group insurance; stock subscription plans; savings plans, etc.;

Amounts spent on plant modernization 1929 and present requirements therefor.

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C 137901 (a)

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Arrangements are being made for a continued national registration of Aid recipients to take place in September, 1937, and advantage is being taken of the experience gained from the September, 1936, registration to make improvements in the breakdown achieved.

Veterans in Receipt of Aid

At the request of the Veterans' Assistance Commission, information was asked for on the registration form in respect to heads of families and individuals who had had war service, and further information as to the number of these in receipt of pensions: the data, so secured, was subsequently transmitted to that commission.

B. Employers' Questionnaire

In order to obtain a basis for co-operative measures with industry in the handling of employment problems, the National Employment Commission, with the assistance of the Dominion Bureau of Statistics, obtained from individual employers in the group used by the Bureau to compile its monthly employment index (covering, it is estimated, around half of all wage-earners), answers to a questionnaire covering the following main subjects:—

Employment comparisons in relation to those obtaining in 1929 and 1933, and the causes of changes:

The degree of seasonality in employment;

Present practices in regard to weekly working schedules and their relation to schedules in force in 1929;

Hiring practices, with particular reference to prescribed maximum age of entry and retirement age; methods of hiring, especially as regards use of the Provincial Employment Services; apprenticeship systems, etc.;

The extent to which employee relations plans have been adopted, e.g., sick leave with pay; holidays with pay; pension plans; housing assistance; group insurance; stock subscription plans; savings plans, etc.;

Amounts spent on plant modernization since 1929 and present requirements therefor.

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A. Registration of Those on Relief

The national registration and classification of persons on relief to whose support the Dominion contributed, which the Commission was required to carry out under the provisions of the Act, was inaugurated for September, 1936. Returns available bring out the following picture as at March, 1937, the latest month for which an accurate breakdown of the statistics is as yet available:

Employable Persons in Receipt of Material Aid

These totalled in March, 1937, slightly under 260,000 men and women for the whole Dominion, made up of heads of families and their employable dependents over 16 years of age, and individual persons. (Two-thirds of these were in cities with a population of 25,000 and over). Based on preliminary Provincial telegraphic reports to the Dominion Commissioner of Unemployment Relief of the total number (including non-workers) receiving Aid to which the Dominion contributed, the equivalent figure for June, 1937, is estimated at something below 200,000.

This is the essence of the current employment problem, in so far as those in receipt of relief are concerned, in that it gives the outside figure of those on relief who are really in the labour market and, to the extent that this group is placed, the problem of their non-working dependents automatically disappears. Even here, however, certain deductions are necessary.

First: It must be borne in mind that this group includes not only those who previously were employed as wage-earners, but also those who were working "on their own" in such occupations as fishing, hunting, trapping, shop-keeping, etc., most of whom are naturally not available for employment in the sense of wage-earning because of geographical location, lack of appropriate work-experience, etc.

Second: There is reason to believe that an important number of persons of doubtful employability (for reasons of physical, mental or social handicap), is still included in these totals, especially in the large urban centres. As registration records become more precise the situation in this respect will become clearer.

Farm Resident Operators and Their Dependents in Receipt of Agricultural Aid

These totalled in March, 1937, just under 70,000 heads of families and individual cases, who with their dependents represented (at 331,000) approximately 28 per cent of all those receiving so-called "Unemployment Relief" to which the Dominion contributed at that date. These relief recipients are in no ordinary sense of the word "unemployed," but were in the position of awaiting the return of normal crop and crop selling price conditions. Bearing in mind the still further extent to which the 1937 prairie drought conditions will affect this situation (the registration indicates that even in March, 1937, 73 per cent of those receiving agricultural Aid were in the Prairie Provinces and over two-thirds of this 73 per cent were in the recognized drought districts), it becomes increasingly evident that the problem here is one of subsistence allowances pending normal crop conditions, and/or re-settlement,—this as distinct from re-employment. As rehabilitation measures to meet these conditions are now handled by the Department of Agriculture, it is evident that those in this section should be dealt with on a different basis and eliminated from unemployment records, since the problem of aiding them has no direct bearing on the problem of re-employment. The separation of the two problems would bring about a better understanding of the underlying facts and therefore accelerate measures for taking care of the kinds of distress which are actually involved.

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Tables carrying information under these heads have now been almost completed and will provide an excellent background for employer contacts.

The value of the information obtained is so evident that it is proposed to conduct a similar canvass of the same group of employers again this autumn in order to give comparative returns and to clear up certain phases of employment conditions which were not obtainable from the answers to the original questionnaire.

C. Taxation

The Commission realized that taxation policy of necessity has a considerable bearing on employment conditions, and that, for instance, some consideration might well be given to utilizing taxation incidence as a means of accelerating the rate at which obsolescence, acknowledged as already existent to an important degree in the national productive plant and equipment, is met by renovation and re-building. With such thoughts in mind the Commission was successful, through private financial co-operation, in securing the opportunity of utilizing in due course an objective analysis of taxation conditions which is being prepared by an independent body. The study will be available in the near future. Pending examination of the results thereof no definite recommendations have been made by the Commission other than to call to the attention of the government the economies that might be achieved in relief expenditures by any remission of taxation which would tend to make it pay industry to catch up on the backlog of necessary renovation work.

It is realized also that the study will probably throw light on the extent to which taxation practices now in force are tending to hold back the normal functioning of real estate activities in the country's economy.

D. Other Studies

The co-operation of the Provinces and their Municipalities in securing breakdowns of estimated costs for the different kinds of Aid, Assistance and Relief afforded; of the Canadian Welfare Council in securing a compilation of relative schedules used as standards for relief in communities and areas covering approximately 80 per cent of those in receipt of Aid throughout the Dominion; of the Dominion Bureau of Statistics and other government departments, as also of labour and employer organizations, in collecting much other useful data, was obtained.

II. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR INCREASING EMPLOYMENT

A great many proposals were filed with the National Employment Commission calling for government entry into the production field and/or the bonusing of private industry. Recognizing that employment was on the up-grade and realizing the necessity of avoiding action which would tend to check the natural improvement in process by putting an unnecessary drain on the country's financial resources, the National Employment Commission's policy has been opposed to such proposals.

However, examination showed that there were two fields in particular in which prompt action was most desirable:—

1. In the construction industry where employment was still at an abnormally low level and where the recovery was lagging badly all over the country in relation to that experienced in other industries;
2. In agriculture where, owing to low prices in previous years for farm products, and also to drought conditions, many farmers had for some time found themselves unable to continue to employ winter help

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While on the other hand, large bodies of unemployed homeless persons were crowding into the cities (particularly in the Western Provinces) and proving fruitful ground for destructive and demoralizing propaganda.

A. Plans to Meet Immediate Needs

Home Improvement Plan.
Farm Improvement and Employment Plan.

The National Employment Commission decided these conditions justified some departure from its general policy and as a result recommended to the government a Home Improvement Plan to meet the first, and a Farm Improvement and Employment Plan to meet the second, situation. The principle behind the first plan was a limited government guarantee to lending institutions where small loans for home repair and improvement work were made under terms laid down by the government. The principle behind the second plan was a grant during the winter months of a small monthly bonus to farmers to help in the boarding of employees, and the payment to suitable persons desiring to work on such farms of a small monthly wage, about equivalent to that prevailing in the area in question for winter work, which payment, added to what was received in the form of board and lodging, permitted of reasonable living conditions in home surroundings.

In the case of the Home Improvement Plan a model was provided by a similar plan successfully applied in the United States some two years previously, and this was adapted to Canadian conditions. In the case of the Farm Improvement and Employment Plan some experience had been obtained as a result of similar farm placement plans in previous years, and an extended measure was developed, with such changes in terms as that experience denoted would be wise.

Through the co-operation of the banks and of industry in providing a large promotion campaign fund, the Home Improvement Plan was launched by the National Employment Commission in the autumn of 1936 with approval of the government, and prior to the enactment of the Home Improvement Loan Guarantee Act 1937. In this effort the Commission has been greatly assisted by groups of community-minded citizens who have voluntarily given their services to act on local, district and Provincial committees throughout the Dominion, these committees having been formed to spread special knowledge of the plan and assist prospective borrowers in obtaining loans. Up to June 30, 1937, 18,103 loans for a total value of $6,843,099 had been granted, but much more important, these loans and the publicity attending the plan had stimulated a very much larger body of expenditures by those who had resources available or could obtain bank loans without their coming under the Dominion Government guarantee, with the result that employment of building trades workers has been greatly stimulated. This is illustrated by the fact that unemployment in trade unions in the building trades fell from 40·5 per cent in June, 1936, to 24·6 per cent in June, 1937. It has been difficult to obtain statistics of the extent of dollar expenditures made other than by guaranteed loans, but, based on the United States experience and on Canadian indications, the probability is that about four dollars has been spent for each dollar of guaranteed loans. In some cities it is understood the ratio has been as high as seven dollars to one. Additionally, a much needed renovation of the homes of the people of Canada is being achieved, and a stimulation to employment in the industries manufacturing and distributing building supplies, furnishings, etc., is being provided.

It is anticipated from United States experience, and from the Canadian experience so far available, that the cost to the government of the guarantee

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afforded will be, relatively speaking, negligible: this applies equally to expenses of administration, in that the more expensive promotion work is being carried out by funds supplied by industry.

As a result of a series of conferences with Provincial authorities, whose co-operation was in general most helpful, agreements were entered into under the Farm Improvement and Employment Plan with the Provinces of Alberta, British Columbia, Manitoba, New Brunswick, Prince Edward Island, Quebec and Saskatchewan, and the plan was launched in time to bring excellent results during the winter months. Placements rose to a total of 46,961 (consisting of 8,355 women and 38,606 men) during the early months of the year, as against a maximum total under previous placement plans of about 16,000.

Discussions with Provincial authorities in connection with the Farm Improvement and Employment Plan having shown that in some Provinces farm work proved an unsuitable medium for achieving the object in mind, the Dominion Government accepted the further recommendation of the National Employment Commission that Supplementary Plans should be worked out with these Provinces covering forest clearing, tourist road work, etc., i.e., work in connection with primary industries (the tourist industry being classed as a primary industry for this purpose). Under these Supplementary Plans, a total of some 6,800 persons were placed on projects at or about the prevailing rates of pay for similar work in the localities in question.

In the cases of the Farm Improvement and Employment Plan and of the Supplementary Plans worked out in connection with this policy, the Dominion and the Provinces co-operated financially on a basis of equal contribution to expenses other than those of administration, the cost of the latter resting with the Provinces.

A preliminary estimate of the total cost to the Dominion Government in connection with the Farm Improvement and Employment Plan and Supplementary Plans is approximately $3,000,000.

B. Housing Construction

The Commission recognized the desirability of a rounding out of governmental housing policy, particularly as regards accommodation for those unable themselves to afford an economic rent—often associated with slum clearance. Action in this field was considered necessary both from the viewpoint of eliminating a social sore all too prevalent, especially in the larger cities, and because of its effect in stimulating employment in the construction field. This employment stimulus the Commission considered would be felt directly, and also indirectly through the impetus that would be given to the Home Improvement Plan and to the Dominion Housing Act. (The Dominion Housing Act in practice has supplied the needs of those able to own their own homes and legislation already existed in regard thereto prior to the Commission's formation.)

After making a study of methods used to meet the low rental housing problem in other countries, the Commission recommended an experimental plan based on co-operation of the Dominion, the Provinces and the Municipalities involved. The plan provided for assistance to housing corporations, whether of a private or public nature, subject to Governmental restrictions on the type of accommodation provided; to proper zoning provisions, and to the setting up of a rent-reduction fund in order to ensure that rents could be adjusted to the abilities of tenants to pay without endangering the financial soundness of the corporations or offering unfair competition to private enterprise. The Dominion and, to a certain extent, the Provincial contributions have been recommended in the form of direct subsidies, or alternatively, of loans at less than commercial rates, leaving the Municipal contributions largely in the form of direct monthly payments roughly equivalent to, but not in the form of, tax remissions; this in

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the recognition that most Municipalities within whose jurisdiction action is desirable have not the financial background at this time which permits of, or justifies, their making large direct subsidy contributions. In making this recommendation the Commission was influenced by the fact that Canadian governmental bodies had expended some $14,000,000 in 1936 to rent accommodation for relief recipients, and that in many instances such accommodation was unsanitary and unsuitable in the extreme. The Commission feels that such a situation should not be allowed to continue in that it breeds conditions tending to increase unemployment by decreasing the employability of numbers of workers, thus making it harder for them to secure employment.

The plan recommended by the Commission was put before the Minister some time after the opening of the Parliamentary session of 1937, and it is understood action thereon has been held over. As the government stated on September 10, 1936, that it accepted certain general principles laid down by the Commission to govern its intended attack on this important branch of the housing problem, it is hoped that action may shortly prove possible.

In connection with the stimulation of medium priced house construction for home owners (Dominion Housing Act 1935), the Commission recommended that every practicable means be taken to liberalize the regulations under which the Act is worked in order to encourage its more widespread application and to accelerate the employment features inherent therein.

C. Plans to Increase Employability

As its work progressed in the autumn of 1936, the Commission became more and more aware of the necessity for action along the line of increasing the degree of employability of those receiving unemployment Aid. It was evident this had a peculiar application to the youth section of the population, since many young people had, as a result of depression conditions, failed to experience the stabilizing influence of working in the early years following their school training, and as a result had lost in large measure the benefits of that school training without acquiring any work-experience to help them in earning a livelihood. On the other hand, it was also recognized that the difficulties arising from the severity and length of the depression were not confined to young men and women, but were spread over a broader section of the age-groups of those receiving unemployment Aid. It was also recognized that in earlier periods reliance for the necessary "cadre" of skilled workers had been placed upon immigration, but that in recent years there has been a tendency towards an emigration from, rather than an immigration into, Canada of skilled workers. The Commission feels that such a condition, if allowed to continue without some counterbalancing steps, is bound to result in an increasing measure of permanent unemployment amongst the less skilled type of workers, the group in which there is still a widespread surplus of labour; the experience of this and other countries being that an adequate skilled group is required before the unskilled group can be successfully absorbed into industry.

In the light of the above situation and with the conviction that it represented the most important and crucial phase of a well-planned re-employment program, the Commission recommended to the Dominion Government that a special sum, of which one-half would be allocated to youth measures, should be appropriated as a nucleus for the development of co-operative plans suitable to the various localities in question. These plans were to have as their purpose an increase in the employability of needy unemployed persons by improving their skill, physique and morale, and to be of the type that would qualify trainees for such work as is likely to be available in the locality of training, or, failing the likelihood of work in that location, in other centres where work is

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liable to be available. To this end, the Commission recommended the following as a basis upon which such plans should be framed:—

Training projects of an occupational nature;

Short-term learnership courses not exceeding one year in duration, devised to provide theoretical training concurrent with specific employment;

Work projects incorporating re-conditioning, training, and conservation features, for the purposes of restoring morale and of conserving natural resources;

Training projects of a physical nature to assist in the maintenance of health and morale pending employment.

As a result of special consideration of the problems of young men and women by the Women and Youth Committees, plans were developed for a National Volunteer Forest Service; for the establishment of young people's training centres in large urban areas; and, in the case of rural women, for extension services as a means of teaching callings which would provide supplementary means of livelihood.

Presumably as a preliminary step towards giving effect to the above recommendations, during its last session Parliament appropriated $1,000,000 to be spent in collaboration with the Provinces with particular reference to the needs of young men and women. The Commission is co-operating in the working out of local plans which are being suggested by Provincial Governments in connection with this grant.

The Commission still feels that for the next year or two an important expansion in expenditures along these lines to secure the co-operation of Provincial and Municipal Governments and of industry in increasing the employability of those needing re-conditioning, is essential if any substantial economy in Dominion, Provincial or Municipal expenditures for unemployment Aid purposes is to be achieved. In fact, without a concerted effort along this line the Commission believes that even with improved economic conditions, all governmental bodies will be involved in a continued heavy drain for the granting of subsistence allowances because of the unsuitability of many receiving Aid for the requirements of primary and secondary industries.

As directed by the Act, special consideration was given by the National Employment Commission—with the aid of the Youth Employment Committee—to the question of apprenticeship and learnership (the latter term being used to designate relatively short training courses to help in broadening the work-experience of the mass-production worker in order to make him more than a "one job" man). A plan was recommended whereby standardization of effort along sound and uniform principles could be achieved by means of a minor financial contribution by the Dominion Government and/or Provincial Governments to the expenditures of industry.

D. Plans for Assisted Land Settlement

A study of the problem in regard to farmers and settlers receiving "unemployment" Aid as disclosed by the Commission registration of relief recipients, indicated that, apart from the drought areas for which special consideration has already been arranged by the government, the bulk of the problem lies in the dependency created through direct unemployment relief having been accorded to families in the colonization areas, and during the off-season period in the tourist areas. The correction of this situation will depend in large measure on the policies which the Provinces in question wish to adopt to overcome the situation. The attention of the principal Provinces in question, i.e., Ontario and Quebec, has been called to the desirability of discussions with a view to formulating policies to meet the situation.

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Many proposals made to the Commission in connection with land settlement schemes were rejected as containing similar elements of failure to those evident in connection with the schemes applying to the so-called "colonization" areas, i.e., that those afforded assistance would tend to go on relief as soon as the subsidies ceased.

As regards assisted land settlement as a means of placing in employment those at present receiving unemployment Aid, the National Employment Commission recognized that there is a certain class of urban Aid recipient whom it will be difficult to place in any industrial wage-earning capacity, however good the industrial conditions. This difficulty arises partly from lack of a previous working record to provide an appropriate background of work-experience, partly from the more recent tendency in industry to adopt a prescribed age for hiring new employees, and partly from the fact that many recipients of Aid have, during the extended period of the depression, permanently lost their employability to a considerable degree. For some of these, measures whereby they will contribute to their partial or entire support by working on the land undoubtedly have a special value. Such plans should originate locally, however, and will require careful thought and organization, since, otherwise, experience has shown the problem of unemployment Aid is merely transferred from one locality to another.

E. Public Works Programs

In accordance with specific duties placed upon the Commission by the National Employment Commission Act 1936 "to investigate and report upon proposals for the carrying out of programs of public works and other projects to aid in providing employment" and to recommend methods for mobilizing and co-ordinating the activities of the Dominion, Provinces, Municipalities and other agencies, the Commission studied many varied proposals made to it for extensions in public works programs, as also the facts in so far as data were available as to the results achieved from previous public works programs from an employment angle.

With the rapid improvement taking place in employment conditions in private industry, the Commission decided to recommend that, *at this stage of the recovery*, not only should there be no expansion in public works programs, but that there should be a very substantial contraction in the total governmental expenditures for public works projects. It was felt that the further substantial growth anticipated in employment by private industry; the large railway equipment orders being placed this year; and the stimulation provided to the construction industry by the housing policy in so far as it already has been put into practical effect, fully justifies this recommendation. Further, that the restriction which would be placed upon the expansion of private industry by any important measure of government competition for the already diminishing supply of skilled workers should be avoided as far as possible.

The Commission also recommended that where public works, originated for the purpose of providing employment, were nevertheless contemplated, they should be subjected to an evaluation both by the governmental departments involved and by the National Employment Commission, based on the following criteria:—

1. Importance in stimulating increased non-governmental expenditures;
2. Economic importance in improving the competitive position of industry, particularly of export industries;
3. Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent;

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liable to be available. To this end, the Commission recommended the following as a basis upon which such plans should be framed:—

Training projects of an occupational nature;

Short-term learnership courses not exceeding one year in duration, devised to provide theoretical training concurrent with specific employment;

Work projects incorporating re-conditioning, training, and conservation features, for the purposes of restoring morale and of conserving natural resources;

Training projects of a physical nature to assist in the maintenance of health and morale pending employment.

As a result of special consideration of the problems of young men and women by the Women and Youth Committees, plans were developed for a National Volunteer Forest Service; for the establishment of young people's training centres in large urban areas; and, in the case of rural women, for extension services as a means of teaching callings which would provide supplementary means of livelihood.

Presumably as a preliminary step towards giving effect to the above recommendations, during its last session Parliament appropriated $1,000,000 to be spent in collaboration with the Provinces with particular reference to the needs of young men and women. The Commission is co-operating in the working out of local plans which are being suggested by Provincial Governments in connection with this grant.

The Commission still feels that for the next year or two an important expansion in expenditures along these lines to secure the co-operation of Provincial and Municipal Governments and of industry in increasing the employability of those needing re-conditioning, is essential if any substantial economy in Dominion, Provincial or Municipal expenditures for unemployment Aid purposes is to be achieved. In fact, without a concerted effort along this line the Commission believes that even with improved economic conditions, all governmental bodies will be involved in a continued heavy drain for the granting of subsistence allowances because of the unsuitability of many receiving Aid for the requirements of primary and secondary industries.

As directed by the Act, special consideration was given by the National Employment Commission—with the aid of the Youth Employment Committee—to the question of apprenticeship and learnership (the latter term being used to designate relatively short training courses to help in broadening the work-experience of the mass-production worker in order to make him more than a "one job" man). A plan was recommended whereby standardization of effort along sound and uniform principles could be achieved by means of a minor financial contribution by the Dominion Government and/or Provincial Governments to the expenditures of industry.

D. Plans for Assisted Land Settlement

A study of the problem in regard to farmers and settlers receiving "unemployment" Aid as disclosed by the Commission registration of relief recipients, indicated that, apart from the drought areas for which special consideration has already been arranged by the government, the bulk of the problem lies in the dependency created through direct unemployment relief having been accorded to families in the colonization areas, and during the off-season period in the tourist areas. The correction of this situation will depend in large measure on the policies which the Provinces in question wish to adopt to overcome the situation. The attention of the principal Provinces in question, i.e., Ontario and Quebec, has been called to the desirability of discussions with a view to formulating policies to meet the situation.

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Many proposals made to the Commission in connection with land settlement schemes were rejected as containing similar elements of failure to those evident in connection with the schemes applying to the so-called "colonization" areas, i.e., that those afforded assistance would tend to go on relief as soon as the subsidies ceased.

As regards assisted land settlement as a means of placing in employment those at present receiving unemployment Aid, the National Employment Commission recognized that there is a certain class of urban Aid recipient whom it will be difficult to place in any industrial wage-earning capacity, however good the industrial conditions. This difficulty arises partly from lack of a previous working record to provide an appropriate background of work-experience, partly from the more recent tendency in industry to adopt a prescribed age for hiring new employees, and partly from the fact that many recipients of Aid have, during the extended period of the depression, permanently lost their employability to a considerable degree. For some of these, measures whereby they will contribute to their partial or entire support by working on the land undoubtedly have a special value. Such plans should originate locally, however, and will require careful thought and organization, since, otherwise, experience has shown the problem of unemployment Aid is merely transferred from one locality to another.

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2. Economic importance in improving the competitive position of industry, particularly of export industries;
3. Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent;

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4. Low operating costs and low permanent overhead charges (e.g., interest, etc.) in order to permit of economies for governmental units as conditions improve;
5. Social value to the community.

The Commission still feels that, at this stage, in addition to the beneficial effects through the financial advantage to the country at large, the policy it has recommended would be most liable directly to help the employment situation.

The use of public works programs at other stages of a depression will be dealt with in the report on long-range policies.

III. FORMULATION OF RECOMMENDATIONS REGARDING PRACTICAL MEASURES FOR ENSURING EFFICIENCIES AND ECONOMIES IN THE ADMINISTRATION OF AID

The Commission has given prolonged study to this phase of the duties assigned to it.

As it is held that the division of authority under the British North America Act gives to Provincial Governments exclusive jurisdiction in the field of civil rights, the prior obligation in meeting dependency rests primarily with the Province or, in turn, the Municipality. And while appreciating that changing conditions in economic life; the limited taxation powers of local units of government; and the fact that Dominion policies affect local employment opportunities, have led to participation by the Dominion in meeting the cost of economic dependency, nevertheless the Commission strongly recommended that, as long as the present constitutional basis exists, the method introduced in 1934, of granting Aid on a temporary or emergency basis without definite or adequate control should be abandoned by the Dominion and the following basic principles accepted:—

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;
2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the *unusual* nature or extent of the distress;
3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to—
   (*a*) careful co-ordination of effort, and
   (*b*) supervision through the designation of a proper Dominion authority.

In handling the question of Aid distribution it is in the opinion of the Commission of the utmost importance that great care should be taken to provide such Aid as is given under its proper name. In other words, it is considered that unemployment Aid should only be given where it is demonstrated beyond doubt that unemployment is in question. Apart from the obvious financial advantage of such a course to the Province and Municipality through the effects on the cost of assistance to Aid recipients, the present method presents a danger even from the viewpoint of recipients of Aid themselves, in that if individuals who are unemployable or of doubtful employability are given Aid under the heading of unemployment Aid, inevitably they are put in an anomalous and dangerous position and as a result may at any time find themselves cut off from the assistance they have been receiving, even though desperately in need. Similarly, where a family's need does not really arise from unemployment, then the Aid given should not be *unemployment* Aid, for in that case unemployment is made a pre-requisite of assistance and a premium is placed on it.

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The broad breakdown of the different types of Aid which it is proposed should therefore be used in future is as follows:—

1. Persons ordinarily "gainfully working" on a self-supporting basis but requiring Aid due to economic causes (generally referred to as "unemployed" persons);
2. Persons requiring assistance or relief due to physical, mental or social handicap (generally referred to as "unemployable" persons).

As previously shown, Dominion Aid to Provinces and Municipalities has been restricted in intent and policy to the relief of those in the first main group, but in the unusual pressure of recent years, and largely attributable to the adoption in 1934 of the lump sum payments to Provinces, in practice there has been a general tendency for Provinces and Municipalities to apply Dominion Aid to the relief of both types of distress.

The problem now is so to re-align the administration of Dominion Aid as to ensure that the Dominion shall contribute only for persons who are ordinarily self-supporting, which Aid would, therefore, diminish with improved economic and agricultural conditions.

These ordinarily self-supporting persons in the first group mentioned above would receive Aid under the following three classifications:—

(*a*) "Unemployment Aid" for unemployed persons, i.e., those normally self-supporting as "wage-earners";

(*b*) "Occupational Aid" for persons out of occupation, i.e., those normally self-supporting on other than a wage-earning basis;

(*c*) "Agricultural Aid" for distressed agriculturists because of crop failure due to flood, pest, drought, etc.

The actual conditions which the Commission has recommended should be attached to further Dominion Grants-in-Aid to the Provinces are clearly indicated in the following program of practical steps which the Commission has further recommended should be taken in negotiating Grants-in-Aid agreements with the Provinces:—

1. A formal application to be required from each Province accompanied by:
   (*a*) Evidence showing the financial need of the Province, including its Municipalities;
   (*b*) Evidence, based on Provincial records, of the need for "Unemployment," "Occupational" and "Agricultural Aid" as shown by "Budgets" for the coming year, covering the probable extent of the need in each region or Municipality and in the Province as a whole.

II. The effectiveness of Provincial and Municipal provisions in limiting Dominion grants to the purposes for which they are intended, to be subjected to Dominion scrutiny:
   (*a*) By examination of administrative controls;
   (*b*) By examination of schedules of allowances.

III. Allowance to be made for such financial grants as may have been given in other forms to the district in question, e.g., through works projects, retraining and re-conditioning schemes.

IV. To the extent that the Dominion is satisfied with the case for assistance made by the Province and its Municipalities, as also with the willingness of these units to co-operate with the Dominion in effective administration of Aid to which the Dominion contributes and in practical plans for making it certain that those unemployed or out of occupation

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4. Low operating costs and low permanent overhead charges (e.g., interest, etc.) in order to permit of economies for governmental units as conditions improve;
5. Social value to the community.

The Commission still feels that, at this stage, in addition to the beneficial effects through the financial advantage to the country at large, the policy it has recommended would be most liable directly to help the employment situation.

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1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;
2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the *unusual* nature or extent of the distress;
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The broad breakdown of the different types of Aid which it is proposed should therefore be used in future is as follows:—

1. Persons ordinarily "gainfully working" on a self-supporting basis, but requiring Aid due to economic causes (generally referred to as "unemployed" persons);
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As previously shown, Dominion Aid to Provinces and Municipalities has been restricted in intent and policy to the relief of those in the first main group, but in the unusual pressure of recent years, and largely attributable to the adoption in 1934 of the lump sum payments to Provinces, in practice there has been a general tendency for Provinces and Municipalities to apply Dominion Aid to the relief of both types of distress.

The problem now is so to re-align the administration of Dominion Aid as to ensure that the Dominion shall contribute only for persons who are ordinarily self-supporting, which Aid would, therefore, diminish with improved economic and agricultural conditions.

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   (*a*) By examination of administrative controls;
   (b) By examination of schedules of allowances.

III. Allowance to be made for such financial grants as may have been given in other forms to the district in question, e.g., through works projects, retraining and re-conditioning schemes.

IV. To the extent that the Dominion is satisfied with the case for assistance made by the Province and its Municipalities, as also with the willingness of these units to co-operate with the Dominion in effective administration of Aid to which the Dominion contributes and in practical plans for making it certain that those unemployed or out of occupation

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can and will move into employment as rapidly as employment opportunities offer; then Grants-in-Aid to be made under conditions which will include the following:

(*a*) Restriction of Dominion Aid to those ordinarily self-supporting and to those areas for which Dominion Aid is given;

(*b*) Establishment by the Province of standards of eligibility and their enforcement by having Employment Service or Agricultural Service officials receive or pass on applications for Aid;

(*c*) Observance of the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings of unskilled labour in each centre or regional division, while preserving standards of health and decency;

(*d*) Limitation of shelter allowances to a definite relationship with assessments and total shelter disbursements to a reasonable proportion of total cost of Aid granted;

(*e*) Requirement of "Cancellation of Aid" cards to provide running records of earnings permitting of prompt assessment of further need for Aid, this in order to facilitate the acceptance of casual employment;

(*f*) Requirement of periodic reports to show degree to which Province is complying with the above and other conditions. These to include among others:

(i) Schedules of allowances, costs of living and average earnings of unskilled workers:

(ii) Reports on cases in receipt of Aid continuously for 12 months or recurrently for parts of two years;

(iii) Other reports as required from time to time;

(*g*) Assurance of co-operation with the Dominion in carrying on the National Registration of relief recipients; the pre-audit and an investigation of circumstances of individual relief recipients, as recommended;

(*h*) Assurance of co-operation in registration; establishment of residence and reciprocal maintenance for self-dependent persons and migrant families, as recommended.

V. A contribution in accord with the needs of each particular Province, as demonstrated by the data submitted, to be agreed upon.

The Minister has advised the Provinces of the necessity of complying in general terms with the above conditions when filing applications for further Grants-in-Aid. The Commission also understands that machinery for a current audit in the field in connection with disbursements of Aid—also recommended earlier by the Commission as providing a better means of expenditure-control than the present post-audit in Ottawa—has been set up by the Dominion Government.

The phase of the work dealt with above covers "the organization of Aid to persons in distress due to economic causes" to which the Dominion contributes. The Commission is now engaged in preparing its recommendations in regard to the second main division of those requiring relief, i.e., the "organization of Assistance and Relief to those suffering from mental, physical or social handicap," and additionally in connection with the co-ordination of Aid, Assistance and Relief measures, including voluntary relief. Recommendations to cover these further phases of the subject will be subsequently submitted.

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THE FORMULATION OF RECOMMENDATIONS FOR THE SETTING UP OF MACHINERY TO CARRY OUT COMMISSION POLICIES APPROVED BY THE GOVERNMENT

The work of the Commission under this section of its duties follows:--

A. Employment Service of Canada

Early in the Commission's investigations it became evident that the first and most vital step necessary to the successful handling of employment, re-employment and Aid administration problems is the development of more efficient Employment Services throughout Canada. The present Provincial Employment Services are in practice unfitted to meet the exigencies of the situation. Divided responsibilities and diversity of aims between different Provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; defects in Provincial boundaries when used as economic administrative units, etc., have all tended to result in the Provincial Employment Services not being utilized fully either by employer or by employee.

The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points for attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

Bearing in mind the desirability of uniformity of practice where financial Aid for the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believes the extra cost to the Dominion Government of the transfer from the Provinces would be more than offset by efficiencies and, therefore, economies which would result.

B. Co-operation with Provinces and Municipalities

Throughout the period of the Commission's operations various members of the Commission have had contacts with Provincial Governments and Municipal bodies across Canada regarding a great many problems involved in the Commission's work. Particularly has this been the case where the carrying out of National Employment Commission programs approved by the Dominion Government has been in question. Care has, however, been exercised not to discuss Commission policies with such bodies before Dominion Government approval of policies has been given.

The Commission's advice has also been given to Municipal units on unemployment relief matters when requested, with due regard always to the protection of Provincial responsibility for Municipal actions.

C. Publicity

The National Employment Commission Act, 1936, required the Commission to ensure such publicity as in its view was necessary to enable it effectively to discharge its powers and duties. The Commission's publicity has been confined to policies previously approved by the Dominion Government.

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can and will move into employment as rapidly as employment opportunities offer; then Grants-in-Aid to be made under conditions which will include the following:

(*a*) Restriction of Dominion Aid to those ordinarily self-supporting and to those areas for which Dominion Aid is given;

(*b*) Establishment by the Province of standards of eligibility and their enforcement by having Employment Service or Agricultural Service officials receive or pass on applications for Aid;

(*c*) Observance of the principle of maintenance of incentive to accept employment by relating the maximum Aid to actual earnings of unskilled labour in each centre or regional division, while preserving standards of health and decency;

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IV. THE FORMULATION OF RECOMMENDATIONS FOR THE SETTING UP OF MACHINERY TO CARRY OUT COMMISSION POLICIES APPROVED BY THE GOVERNMENT

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The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points for attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

Bearing in mind the desirability of uniformity of practice where financial Aid for the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believes the extra cost to the Dominion Government of the transfer from the Provinces would be more than offset by efficiencies and, therefore, economies which would result.

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The main work to date has been in connection with the promotion of the Home Improvement Plan, which the Commission was asked by the Dominion Government to undertake and which promotion work was effected through the medium of funds supplied by industry and by community-minded citizens.

Preparations are well advanced for the issue (beginning in the immediate future) of a periodic bulletin to provide a running record of the salient points regarding unemployment and employment.

CONCLUSION

Employment conditions have shown a very material improvement during the period of the Commission's activities. The employment index, issued by the Dominion Bureau of Statistics, covering the group of individual employers having fifteen or more employees each (representing, it is estimated, nearly half of all wage-earning employees in Canada) has risen from 104·6 per cent on July 1, 1936, (1926=100) to 119·1 per cent at the end of June 1937. Unemployment in trade unions reporting has fallen from 13·9 per cent to 10·4 per cent in the same period. Even allowing for growth in population and for the drift into wage-earning industry of those previously working on their own, this gives evidence of the marked way in which the employable unemployed are being absorbed into industry. There are evidences of further improvement ahead, and there are probabilities of a shortage in the supply of skilled workers in many centres in the relatively early future, should the improvement continue.

The decline in those on the relief rolls is less striking but appreciable, the total reduction from June, 1936, to June, 1937, being estimated at 12·75 per cent or, excluding the drought areas, 19·5 per cent. The lesser improvement in this index is in part due to the fact that many of the unemployed who have in the period named found their way back into industry had without doubt managed to avoid going " on relief ", in part also to the fact that the relief lists include large numbers of persons who are in no real sense of the word " employable."

The National Employment Commission reiterates the extreme importance it attaches to early action along four particular lines:—

1. *Continued Registration of All Persons in Receipt of Aid.*

   Improved conditions should not be allowed to interfere with the obtaining of an accurate running record of the circumstances of all those receiving Aid.

2. *Improvement in Efficiencies of the Employment Service of Canada.*

   It is the Commission's conviction that prompt progress in this field is a pre-requisite of success in the handling of re-employment problems and in securing reliable local information and efficient control in the administration of Aid.

3. *The Establishment of Demonstrated Need as a Basis for Grants-in-Aid by the Dominion to the Provinces; by the Provinces to the Municipalities; and by the Municipalities to the Recipients of Aid.*

   Emphasis is laid upon the necessity of a return to the original basis whereby Dominion Aid to the Provinces is restricted to cases where an abnormal unemployment burden is in question. Further, that before such grants are accorded—

   (a) Financial necessity of the Province in so far as the Dominion is concerned, and of the Municipality in so far as the Province is concerned, shall have been proved:

42723—4

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(b) All applications shall be accompanied by estimates of costs of the different kinds of need for which Aid is being granted in all Municipal and territorial units;
(c) Administrative practices shall be acceptable;
(d) Standards of Aid shall be acceptable;
(e) Co-operation shall be guaranteed to the Dominion in carrying out registration, pre-audit and other essential investigations.

The same principle, i.e., the proof of need, should carry through to the conditions made by Provinces to Municipalities, and by Municipalities to Aid recipients.

4. *The Provision of an Adequate Appropriation to be Used as a Nucleus for Developing Local Training, Reconditioning and Rehabilitation Projects*

Without comprehensive action along this line the Commission considers no national economy commensurate with what it considers should result from improved economic conditions can be expected in the nation's financial relief burden.

This report has outlined in a general way the work and recommendations of the National Employment Commission up to June 30, 1937. In order to complete the record a further memorandum is attached covering details in regard to appointments, powers, and duties, organization, meetings, expenses, etc., of the Commission for the period under review, along with a summary of the Commission's recommendations and tables providing certain information obtained from the registration of relief recipients.

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The main work to date has been in connection with the promotion of the Home Improvement Plan, which the Commission was asked by the Dominion Government to undertake and which promotion work was effected through the medium of funds supplied by industry and by community-minded citizens.

Preparations are well advanced for the issue (beginning in the immediate future) of a periodic bulletin to provide a running record of the salient points regarding unemployment and employment.

CONCLUSION

Employment conditions have shown a very material improvement during the period of the Commission's activities. The employment index, issued by the Dominion Bureau of Statistics, covering the group of individual employers having fifteen or more employees each (representing, it is estimated, nearly half of all wage-earning employees in Canada) has risen from 104·6 per cent on July 1, 1936, (1926=100) to 119·1 per cent at the end of June 1937. Unemployment in trade unions reporting has fallen from 13·9 per cent to 10·4 per cent in the same period. Even allowing for growth in population and for the drift into wage-earning industry of those previously working on their own, this gives evidence of the marked way in which the employable unemployed are being absorbed into industry. There are evidences of further improvement ahead, and there are probabilities of a shortage in the supply of skilled workers in many centres in the relatively early future, should the improvement continue.

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The National Employment Commission reiterates the extreme importance it attaches to early action along four particular lines:—

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   It is the Commission's conviction that prompt progress in this field is a pre-requisite of success in the handling of re-employment problems and in securing reliable local information and efficient control in the administration of Aid.

3. *The Establishment of Demonstrated Need as a Basis for Grants-in-Aid by the Dominion to the Provinces; by the Provinces to the Municipalities; and by the Municipalities to the Recipients of Aid.*

   Emphasis is laid upon the necessity of a return to the original basis whereby Dominion Aid to the Provinces is restricted to cases where an abnormal unemployment burden is in question. Further, that before such grants are accorded—

   (*a*) Financial necessity of the Province in so far as the Dominion is concerned, and of the Municipality in so far as the Province is concerned, shall have been proved:

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(*b*) All applications shall be accompanied by estimates of costs of the different kinds of need for which Aid is being granted in all Municipal and territorial units;
(*c*) Administrative practices shall be acceptable;
(*d*) Standards of Aid shall be acceptable;
(*e*) Co-operation shall be guaranteed to the Dominion in carrying out registration, pre-audit and other essential investigations.

The same principle, i.e., the proof of need, should carry through to the conditions made by Provinces to Municipalities, and by Municipalities to Aid recipients.

4. *The Provision of an Adequate Appropriation to be Used as a Nucleus for Developing Local Training, Reconditioning and Rehabilitation Projects*

Without comprehensive action along this line the Commission considers no national economy commensurate with what it considers should result from improved economic conditions can be expected in the nation's financial relief burden.

This report has outlined in a general way the work and recommendations of the National Employment Commission up to June 30, 1937. In order to complete the record a further memorandum is attached covering details in regard to appointments, powers, and duties, organization, meetings, expenses, etc., of the Commission for the period under review, along with a summary of the Commission's recommendations and tables providing certain information obtained from the registration of relief recipients.

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SUMMARY OF COMMISSION RECOMMENDATIONS

(Other than those in connection with personnel)

	Recommended to Minister	Action taken
I. Registration		
For a national registration of relief recipients.	June 30, 1936	Approved July 4, 1936.
II. Employment Service		
For the national administration of the Employment Service of Canada.	August 11, 1936	No action.
For consideration of Commission recommendation without regard to cost to Dominion of transfer of expense from Provinces to Dominion, this in view of vital importance in handling employment and Aid problems.	January 29, 1937	
III. National Advisory Committee		
For composition of, and personnel for, Committee.	August 25, 1936 October 19, 1936 December 7, 1936	Partially met by appointments made to Women's and Youth Employment Committees.
IV. Homeless Adults		
For a Dominion/Provincial co-operative policy in connection with winter employment of homeless adults and for a Farm Improvement and Employment Plan to carry out that policy.	August 27, 1936	Approved September 9, 1936.
For supplementary plans to carry out the policy in certain Provinces:—		
Manitoba	October 20, 1936	Approved.
Alberta	November 5, 1936	Approved.
British Columbia	November 5, 1936	Approved.
Saskatchewan	December 4, 1936	Rejected.
New Brunswick	December 17, 1936	Approved.
Ontario	January 23, 1937	Rejected.
For a national parkway in the Gatineau	September 2, 1936	No action.
For an extension to April 30th of the Farm Improvement and Employment Plan.	February 10, 1937	Approved April 15, 1937.
V. Housing		
For a Dominion Government housing policy, including a detailed Home Improvement Plan, and basic principles to govern a low rental housing plan.	September 2, 1936	Approved September 9, 1936.
For a detailed low rental housing plan	February 10, 1937	No action.
For draft legislation to embody the low rental housing plan.	March 25, 1937	
VI. Training and Re-conditioning		
For use of balances available under Technical Education Act for training girls in certain Western Provinces.	August 28, 1936	Approved August 29, 1936
For co-operative Dominion/Provincial action in youth re-training plans:— *(a)* National Volunteer Forestry Service. *(b)* Young men's urban training centres	December 3, 1936	Commission advised January 18, 1937, that in accordance with reference in Speech from the Throne, authorization had been given to Minister to confer with Provinces, but without regard to any definite sum. Appropriation for partial fulfilment of plans later provided under Vote 308.
For financial provision during fiscal year beginning April 1, 1937 for a definite program to increase by reconditioning measures the "employability" of relief recipients of all ages; this in substitution of the present practice of indiscriminate grants in aid.	February 18, 1937 February 24, 1937	No action.
For a Dominion policy for apprenticeship and learnership including basic conditions to be embodied in plans therefor, and extent of suggested Dominion/Provincial participation therein.	February 23, 1937	No action.
For Dominion requirement that Provinces shape their suggestions for such Dominion/Provincial co-operative works projects as are developed for relief purposes along lines which would increase "employability" of relief recipients.	March 25, 1937	No action.

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Mrs. Walter Lindal, of the City of Winnipeg, Manitoba, Chairman;
Madame Maurice Cormier, of the City of Montreal, Quebec;
Mrs. A.J. Currie, of Govan, Saskatchewan;
Mrs. L. G. Ferguson, of Westville, Nova Scotia;
Miss Ruth Low, of the City of Kitchener, Ontario.

IV

C 137924

SUMMARY OF COMMISSION RECOMMENDATIONS—*Concluded*

(Other than those in connection with personnel)

—	Recommended to Minister	Action taken
VI. Training and Re-conditioning—*Conc.*		
For training centres for urban, and extension courses for rural young women.	May 20, 1937.....	Partially met by provisions of Vote 308.
For the carrying out of training projects under Vote 308.	May 5, 1937 May 28, 1937 June 10, 1937 June 12, 1937	Embodied in agreements with Provinces.
VII. Public Works		
For a basis to govern the Commission's duties in relation to the public works program and to public works projects for the coming fiscal year.	December 4, 1936.....	Approved December 15, 1936 but not put into practical operation.
For an over-all contraction in the 1937-38 public works program.	January 8, 1937.....	Action taken to extent indicated by estimates for new fiscal year.
For further consideration of Commission's previous recommendations in view of developments; along with a clarification and amplification of those recommendations.	February 9, 1937 February 18, 1937	No action.
VIII. Agricultural Relief		
For Dominion/Provincial conferences with Provinces of Ontario and Quebec to develop the situation regarding so-called "farmers" on relief, including a detailed plan of action to be considered at such conferences.	December 8, 1936.....	Approved December 15, 1936. Conferences not yet held.
IX. Audit of Relief Expenditures		
For a current audit in the field to replace the present post-audit at Ottawa.	January 15, 1937.....	Approved April 15, 1937.
X. Organization and Co-ordination of Aid		
For conditions to be attached to future Dominion Grants-in-Aid to the Provinces, including a complete plan for the better organization of Aid to which the Dominion contributes.	March 20, 1937 March 25, 1937	Partially approved June 23, 1937; balance under consideration.

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C 137925

SUMMARY OF COMMISSION RECOMMENDATIONS—*Concluded*

(Other than those in connection with personnel)

	Recommended to Minister	Action taken
VI. Training and Re-conditioning—*Conc.*		
For training centres for urban, and extension courses for rural young women.	May 20, 1937.....	Partially met by provisions of Vote 308.
For the carrying out of training projects under Vote 308.	May 5, 1937 May 28, 1937 June 10, 1937 June 12, 1937	Embodied in agreements with Provinces.
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For a basis to govern the Commission's duties in relation to the public works program and to public works projects for the coming fiscal year.	December 4, 1936.....	Approved December 15, 1936 but not put into practical operation.
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For further consideration of Commission's previous recommendations in view of developments; along with a clarification and amplification of those recommendations.	February 9, 1937 February 18, 1937	No action.
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C 137926

SUMMARY OF COMMISSION RECOMMENDATIONS—*Continued*
(Other than those in connection with personnel)

—	Recommended to Minister	Action taken
III. National Advisory Committee		
For composition of, and personnel for, Committee.	August 25, 1936 October 19, 1936 December 7, 1936	Partially met by appointments made to Women's and Youth Employment Committees.
IV. Homeless Adults		
For a Dominion/Provincial co-operative policy in connection with winter employment of homeless adults and for a Farm Improvement and Employment Plan to carry out that policy.	August 27, 1936	Approved September 9, 1936.
For supplementary plans to carry out the policy in certain Provinces:—		
Manitoba	October 20, 1936	Approved.
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Saskatchewan	December 4, 1936	Rejected.
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For draft legislation to embody the low rental housing plan.	March 25, 1937	
VI. Training and Re-conditioning		
For use of balances available under Technical Education Act for training girls in certain Western Provinces.	August 28, 1936	Approved August 29, 1936
For co-operative Dominion/Provincial action in youth re-training plans:—	December 3, 1936	Commission advised January 18, 1937, that in accordance with reference in Speech from the Throne, authorization had been given to Minister to confer with Provinces, but without regard to any definite sum. Appropriation for partial fulfilment of plans later provided under Vote 308.
(*a*) National Volunteer Forestry Service.		
(*b*) Young men's urban training centres		
For financial provision during fiscal year beginning April 1, 1937 for a definite program to increase by reconditioning measures the "employability" of relief recipients of all ages; this in substitution of the present practice of indiscriminate grants in aid.	February 18, 1937 February 24, 1937	No action.
For a Dominion policy for apprenticeship and learnership including basic conditions to be embodied in plans therefor, and extent of suggested Dominion/Provincial participation therein.	February 23, 1937	No action.
For Dominion requirement that Provinces shape their suggestions for such Dominion/Provincial co-operative works projects as are developed for relief purposes along lines which would increase "employability" of relief recipients.	March 25, 1937	No action.

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C137927

Appendix "B"

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C 137927 (a)

APPENDIX "B"

ORGANIZATION DETAILS, ETC., TO DECEMBER 22, 1937.

Personnel of the National Employment Commission

Arthur B. Purvis, of the City of Montreal, Quebec, Chairman;
Tom Moore, of the City of Ottawa, Ontario, Vice-Chairman;
W. A. Mackintosh, of the City of Kingston, Ontario;
A. Marois, of the City of Quebec, Quebec.
A. N. McLean, of Blacks Harbour, New Brunswick;
Mrs. Mary M. Sutherland, of Wells, British Columbia;
E. J. Young, of Dummer, Saskatchewan.

Committees consisting of two or more members of the Commission

Housing and Home Improvement Plan
Registration
National Advisory Committee
Grand River Conservation Commission
Gatineau Park Proposal
Public Works Policy
Apprenticeship
Employment Service
Women's Problems
Youth Training Projects
Agricultural Rehabilitation
Co-ordination of Aid

Personnel of the National Advisory Committee

Women's Employment Committee

Mrs. Walter Lindal, of the City of Winnipeg, Manitoba, Chairman;
Madame Maurice Cormier, of the City of Montreal, Quebec;
Mrs. A. J. Currie, of Govan, Saskatchewan;
Mrs. L. G. Ferguson, of Westville, Nova Scotia;
Miss Ruth Low, of the City of Kitchener, Ontario.

This Committee submitted its final report on December 10, 1937.

Youth Employment Committee

Alan Chambers, of the City of Victoria, B.C., Chairman;
Joseph McCulley, of Newmarket, Ontario;
A. Montpetit, of the City of Montreal, Quebec;
W. C. Nickerson, of the City of Halifax, Nova Scotia;
R. F. Thompson, of the City of Toronto, Ontario. (Since resigned).

This Committee submitted its final report on February 1, 1937. Individual members of both of these Committees have been active for some time in connection with the Dominion-Provincial Youth Training and Re-conditioning projects.

Staff

There are sixteen employees on the Commission's pay-roll, including the Director of Registration but excluding the staff of the registration section (see below) which has been carried on separately from the Secretariat.

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Commission Meetings

Twenty-nine regular meetings and one special meeting were held since June 1, 1936.

Commission Expenditures to December 22,1937.

	1936-37 Appropriation $125,000.00	1937-38 to date Appropriation $150,000.00	Total
	$	$	$
Commissioners:			
Compensation	14,036.25	12,565.00	
Living Expenses	5,226.22	2,376.21	
Travelling Expenses	3,350.05	1,613.06	
T o t a l	22,612.52	16,554.27	39,166.79
Women's and Youth Employment Committees:			
Living Expenses	12,915.00	7,635.00	
Travelling Expenses	2,851.88	1,666.76	
T o t a l	15,766.88	9,301.76	25,068.64
Staff and Consultants:			
Salaries	28,245.56	31,168.18	
Travelling Expenses	1,692.53	485.97	
T o t a l	29,938.09	31,654.15	61,592.24
Furniture, stationery, communications and all other office expenditures:	20,649.44	7,675.15	28,324.59
T O T A L	88,966.93	65,185.33	

Total expenditures to date - $154,152.26

Note: There are a number of outstanding liabilities as of December 22, such as Commissioners' and Committee members' current expense claims, printing, stationery, telephone, telegraph and miscellaneous accounts which have not yet been rendered, estimated at , ... $2,800.00

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Registration Division.

The expenditures on the Registration, from its inception to December 21, 1937, were $128,304.10.*

The numbers of the staff engaged on the Registration have varied considerably from time to time, an average of slightly under 50 having been employed during most of the time. However, with the first Registration in September, 1936, and with the Re-registration in September, 1937, additional staff were required for a period of a few weeks, the peak number being reached in October, 1936, when the staff aggregated 80. As at December 31, 1937, the staff will number 52.

Proposals

Five hundred proposals, filed with the Commission, were studied and appropriate action taken thereon.

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* Accounts payable at December 21, 1937, chiefly for printing, amounted to approximately $5,000.00.

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Appendix "C"

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C 137931

APPENDIX "C"

REPORT ON REGISTRATION

of

RECIPIENTS OF AID TO WHICH

THE DOMINION GOVERNMENT CONTRIBUTED

. . . . . .

Registration Tables for September, 1937
with
Similar data from the September, 1936, Registration
were comparable.

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C 137932

NATIONAL EMPLOYMENT COMMISSION

Report on Registration of Recipients of Aid to Which the Dominion Government Contributed

.....

SEPTEMBER, 1937

(1) The tables in this report giving numbers of persons in receipt of AID to which the Dominion contributed do not include those employed on works projects undertaken as a substitute for Material AID (Direct Relief) to alleviate unemployment.

(2) Figures for the Province of New Brunswick are not included throughout the present tables as that province reported having substituted, since April 1st, for payment of Material AID works projects to which the Dominion contributed.

(3) In Tables A-III and D-II only Cities of the class dealt with are included where they were distributing in September, 1937, Material AID to which the Dominion contributed.

(4) September figures throughout the tables are complete for all Cities of over 10,000 population. Apart from the Cities, figures for Saskatchewan are subject to final revision for September, after final reports have been received from the Provincial Government, while in Ontario and Alberta, also apart from the Cities, minor revisions may be necessary later.

(5) Figures for July and earlier months herein are as finally revised: figures for August are subject to later minor changes in Ontario, Saskatchewan and Alberta.

(6) Figures for September, 1937, are from the second National Registration carried out for the Commission.

Ottawa,
December 11, 1937.

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C 137933

NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to Which

the Dominion Government Contributed

.....

September 1937

S E C T I O N A

RELATING TO FULLY EMPLOYABLE PERSONS OF BOTH SEXES SIXTEEN YEARS OF AGE AND OVER IN RECEIPT OF MATERIAL AID.

Such persons may previously have been working as wage-earners or "on their own" in occupations, or otherwise may be presumed to be potential wage-earners.

Farm Resident Operators and their dependents who receive Agricultural Aid are <u>not</u> included.

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A-1 FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators and their dependents who receive Agricultural Aid)

Month of September, 1937
compared with August, 1937, and September, 1936.

Dominion and Provincial Summary

	Heads of Families	Individual Persons	Dependents 16 Years and over (Other than Wives) Presumably Available for Work	Total September, 1937	COMPARABLE TOTALS August, 1937	COMPARABLE TOTALS September, 1936
DOMINION SUMMARY:						
Cities over 25,000	54,864	11,456	17,849	84,169	101,709	145,246
Cities of 10,000 to 25,000	4,248	369	1,790	6,407	8,774	15,194
Towns of 1,000 to 10,000	8,747	1,022	3,619	13,388	18,993	26,161
Rest of Provinces	7,188	855	3,239	11,282	14,269	19,822
Total	75,047	13,702	26,497	115,246	143,745	206,423
DETAIL BY PROVINCES:						
PRINCE EDWARD ISLAND:						
Cities over 25,000	-	-	-	-	-	-
Cities of 10,000 to 25,000	5	1	29	35	43	37
Towns of 1,000 to 10,000	-	-	-	-	-	-
Rest of Province	26	1	27	54	154	99
Total	31	2	56	89	197	136
NOVA SCOTIA:						
Cities over 25,000	902	123	220	1,245	1,310	1,975
Cities of 10,000 to 25,000	148	76	46	270	334	454
Towns of 1,000 to 10,000	287	69	153	509	1,233	1,642
Rest of Province	-	-	-	-	-	-
Total	1,337	268	419	2,024	2,877	4,071
NEW BRUNSWICK:						
Cities over 25,000						
Cities of 10,000 to 25,000			No Registration.			
Towns of 1,000 to 10,000						
Rest of Province						
Total						
QUEBEC:						
Cities over 25,000	21,441	4,439	9,077	34,957	41,052	64,565
Cities of 10,000 to 25,000	597	12	475	1,084	1,892	5,446
Towns of 1,000 to 10,000	1,174	62	758	1,994	3,219	5,887
Rest of Province	495	15	558	1,068	1,564	7,258
Total	23,707	4,528	10,868	39,103	47,667	83,156
ONTARIO:						
Cities over 25,000	17,139	3,092	4,891	25,122	30,432	45,806
Cities of 10,000 to 25,000	1,525	69	615	2,209	3,196	5,920
Towns of 1,000 to 10,000	4,641	284	1,702	6,627	9,520	13,454
Rest of Province	475	21	280	776	2,056	3,470
Total	23,780	3,466	7,488	34,734	45,202	68,650
MANITOBA:						
Cities over 25,000	5,078	1,556	1,305	7,939	8,332	10,466
Cities of 10,000 to 25,000	769	36	263	1,068	1,150	1,296
Towns of 1,000 to 10,000	312	13	120	445	667	809
Rest of Province	1,271	57	437	1,765	2,531	2,665
Total	7,430	1,662	2,125	11,217	12,680	15,236
SASKATCHEWAN:						
Cities over 25,000	2,381	191	747	3,319	3,830	3,476
Cities of 10,000 to 25,000	670	64	204	938	1,145	956
Towns of 1,000 to 10,000	1,228	92	458	1,778	1,770	1,350
Rest of Province	3,045	354	1,235	4,634	3,357	1,766
Total	7,324	701	2,644	10,669	10,102	7,548
ALBERTA:						
Cities over 25,000	3,876	1,099	737	5,712	9,752	7,884
Cities of 10,000 to 25,000	332	18	104	454	717	667
Towns of 1,000 to 10,000	193	115	94	402	472	391
Rest of Province	897	82	304	1,283	2,176	1,543
Total	5,298	1,314	1,239	7,851	13,117	10,485
BRITISH COLUMBIA:						
Cities over 25,000	4,047	956	872	5,875	7,001	11,074
Cities of 10,000 to 25,000	202	93	54	349	359	418
Towns of 1,000 to 10,000	912	387	334	1,633	2,112	2,628
Rest of Province	979	325	398	1,702	2,431	3,021
Total	6,140	1,761	1,658	9,559	11,903	17,141

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A-II FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937.

Classified by Domestic Status and Sex.

	FULLY EMPLOYABLE HEADS OF FAMILIES			FULLY EMPLOYABLE INDIVIDUAL PERSONS			DEPENDENTS: PREVIOUSLY GAINFULLY EMPLOYED			DEPENDENTS: NOT PREVIOUSLY GAINFULLY EMPLOYED			GRAND TOTAL		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
DOMINION SUMMARY:															
Cities over 25,000	47,426	7,438	54,864	7,690	3,766	11,456	4,033	2,402	6,435	5,553	5,861	11,414	64,702	19,467	84,169
Cities of 10,000 to 25,000	3,638	610	4,248	271	98	369	320	207	527	588	675	1,263	4,817	1,590	6,407
Towns of 1,000 to 10,000	7,780	967	8,747	684	338	1,022	497	300	797	1,428	1,394	2,822	10,389	2,999	13,388
Rest of Provinces	6,344	844	7,188	667	188	855	544	270	814	1,168	1,257	2,425	8,723	2,559	11,282
Total	65,188	9,859	75,047	9,312	4,390	13,702	5,394	3,179	8,573	8,737	9,187	17,924	88,631	26,615	115,246
DETAIL BY PROVINCES:															
Prince Edward Island:															
Cities over 25,000	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Cities of 10,000 to 25,000	1	4	5	--	1	1	--	--	--	19	10	29	20	15	35
Towns of 1,000 to 10,000	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Rest of Province	18	8	26	1	--	1	6	2	8	10	9	19	35	19	54
Total	19	12	31	1	1	2	6	2	8	29	19	48	55	34	89
Nova Scotia:															
Cities over 25,000	739	163	902	79	44	123	56	45	101	60	59	119	934	311	1,245
Cities of 10,000 to 25,000	125	23	148	73	3	76	2	3	5	29	12	41	229	41	270
Towns of 1,000 to 10,000	247	40	287	57	12	69	17	3	20	70	63	133	391	118	509
Rest of Province	--	--	--	--	--	--	--	--	--	--	--	--	--	--	--
Total	1,111	226	1,337	209	59	268	75	51	126	159	134	293	1,554	470	2,024
New Brunswick:															
Cities over 25,000															
Cities of 10,000 to 25,000															
Towns of 1,000 to 10,000							No Registration								
Rest of Province															
Total															
Quebec:															
Cities over 25,000	19,005	2,436	21,441	3,410	1,029	4,439	2,309	1,196	3,505	2,573	2,999	5,572	27,297	7,660	34,957
Cities of 10,000 to 25,000	578	19	597	8	4	12	84	41	125	149	201	350	819	265	1,084
Towns of 1,000 to 10,000	1,066	108	1,174	38	24	62	72	38	110	316	332	648	1,492	502	1,994
Rest of Province	430	65	495	11	4	15	81	18	99	221	238	459	743	325	1,068
Total	21,079	2,628	23,707	3,467	1,061	4,528	2,546	1,293	3,839	3,259	3,770	7,029	30,351	8,752	39,103
Ontario:															
Cities over 25,000	13,901	3,238	17,139	1,175	1,917	3,092	1,154	691	1,845	1,582	1,464	3,046	17,812	7,310	25,122
Cities of 10,000 to 25,000	1,248	277	1,525	31	38	69	131	75	206	192	217	409	1,602	607	2,209
Towns of 1,000 to 10,000	4,160	481	4,641	158	126	284	286	158	444	656	602	1,258	5,260	1,367	6,627
Rest of Province	386	89	475	7	14	21	33	16	49	117	114	231	543	233	776
Total	19,695	4,085	23,780	1,371	2,095	3,466	1,604	940	2,544	2,547	2,397	4,944	25,217	9,517	34,734
Manitoba:															
Cities over 25,000	4,292	786	5,078	1,147	409	1,556	257	256	513	404	388	792	6,100	1,839	7,939
Cities of 10,000 to 25,000	654	115	769	19	17	36	50	59	109	69	85	154	792	276	1,068
Towns of 1,000 to 10,000	265	47	312	3	10	13	18	25	43	36	41	77	322	123	445
Rest of Province	1,049	222	1,271	22	35	57	106	89	195	98	144	242	1,275	490	1,765
Total	6,260	1,170	7,430	1,191	471	1,662	431	429	860	607	658	1,265	8,489	2,728	11,217
Saskatchewan:															
Cities over 25,000	2,268	113	2,381	167	24	191	78	54	132	322	293	615	2,835	484	3,319
Cities of 10,000 to 25,000	550	120	670	45	19	64	32	16	48	71	85	156	698	240	938
Towns of 1,000 to 10,000	1,082	146	1,228	56	36	92	52	37	89	180	189	369	1,370	408	1,778
Rest of Province	2,826	219	3,045	300	54	354	223	98	321	420	494	914	3,760	865	4,624
Total	6,726	598	7,324	568	133	701	385	205	590	993	1,061	2,054	8,672	1,997	10,669
Alberta:															
Cities over 25,000	3,600	276	3,876	942	157	1,099	122	102	224	266	247	513	4,930	782	5,712
Cities of 10,000 to 25,000	322	10	332	14	4	18	13	7	20	44	40	84	393	61	454
Towns of 1,000 to 10,000	157	36	193	102	13	115	18	8	26	33	35	68	310	92	402
Rest of Province	762	135	897	45	37	82	56	30	86	129	89	218	992	291	1,283
Total	4,841	457	5,298	1,103	211	1,314	209	147	356	472	411	883	6,625	1,226	7,851
British Columbia:															
Cities over 25,000	3,621	426	4,047	770	186	956	57	58	115	346	411	757	4,794	1,081	5,875
Cities of 10,000 to 25,000	160	42	202	81	12	93	8	6	14	15	25	40	264	85	349
Towns of 1,000 to 10,000	803	109	912	270	117	387	34	31	65	137	132	269	1,244	389	1,633
Rest of Province	873	106	979	281	44	325	39	17	56	173	169	342	1,366	336	1,702
Total	5,457	683	6,140	1,402	359	1,761	138	112	250	671	737	1,408	7,668	1,891	9,559

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A-III

FULLY EMPLOYABLE PERSONS OF BOTH SEXES IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937.
compared with August, 1937, and September, 1936.

Summary for Cities of over 25,000 Population x

CITY	NUMBER OF PERSONS REPORTED FULLY EMPLOYABLE				
	September, 1937			August, 1937	September, 1936
	Male	Female	Total	Total	Total
Prince Edward Island	--	--	--	--	--
Nova Scotia					
Halifax	934	311	1,245	1,310	1,975
Quebec					
Montreal	23,894	6,814	30,708	35,752	52,979
Quebec	2,509	562	3,071	3,301	5,493
Sherbrooke	62	42	104	120	465
Three Rivers	832	242	1,074	950	1,422
Ontario					
Brantford	413	74	487	681	1,220
Fort William	63	38	101	252	606
Hamilton	1,185	265	1,450	1,931	3,850
Kitchener	102	25	127	200	488
London	418	126	544	760	1,151
Ottawa	2,158	453	2,611	3,558	4,186
Toronto	11,713	5,912	17,625	20,126	28,801
Windsor	1,760	417	2,177	2,924	5,504
Manitoba					
Winnipeg	6,100	1,839	7,939	8,332	10,466
Saskatchewan					
Regina	1,804	361	2,165	2,525	2,384
Saskatoon	1,031	123	1,154	1,305	1,092
Alberta					
Calgary	2,981	493	3,474	5,743	4,558
Edmonton	1,949	289	2,238	4,009	3,326
British Columbia					
Burnaby	1,051	250	1,301	1,283	1,503
Vancouver	3,379	763	4,142	5,100	8,802
Victoria	364	68	432	618	769

x Cities of over 25,000 population not distributing Material Aid in September are not included.

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A-IV FULLY EMPLOYABLE PERSONS SEPARATED BY INDUSTRY OF LAST NORMAL OR USUAL EMPLOYMENT IN RECEIPT OF MATERIAL AID to which the Dominion contributed (exclusive of Farm Resident Operators and their dependents who receive agricultural Aid)

Month of September, 1937.
Dominion and Provincial Summary

NOTE: The following figures include all Classes of Fully Employable Persons as shown in Table A-I.

INDUSTRY OF LAST NORMAL OR USUAL EMPLOYMENT	NUMBERS OF PERSONNS REPORTED FULLY EMPLOYABLE											
	DOMINION SUMMARY			PRINCE EDWARD ISLAND			NOVA SCOTIA			NEW BRUNSWICK		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
IN PRIMARY INDUSTRIES												
Farming	4,789	43	4,832	11	-	11	7	-	7			
Fishing	628	11	639	9	2	11	82	2	84			
Hunting	75	-	75	-	-	-	-	-	-			
Logging	770	9	779	-	-	-	2	-	2			
Mining	1,732	7	1,739	-	-	-	185	-	185			
Sub-Total	7,994	70	8,064	20	2	22	276	2	278			
IN SECONDARY INDUSTRIES												
Communication	291	81	372	-	-	-	2	1	3			
Construction	18,877	38	18,915	2	-	2	131	11	142			
Finance	579	39	618	-	-	-	6	-	6			
General Labour	11,862	24	11,886	1	-	1	565	-	565			
Manufacturing	15,197	2,327	17,524	-	-	-	61	26	87			
Service	6,225	7,043	13,268	2	8	10	41	251	292			
Trade	10,313	1,379	11,692	-	1	1	70	33	103			
Transportation & Storage	8,137	46	8,183	-	-	-	190	-	190			
Sub-Total	71,481	10,977	82,458	5	9	14	1,066	322	1,388			
ALL INDUSTRIES TOTAL	79,475	11,047	90,522	25	11	36	1,342	324	1,666			
Unclassified	419	6,381	6,800	1	4	5	53	12	65			
Never Gainfully Employed	8,737	9,187	17,924	29	19	48	159	134	293			
Sub-Total	9,156	15,568	24,724	30	23	53	212	146	358			
GRAND TOTAL	88,631	26,615	115,246	55	34	89	1,554	470	2,024			

No Registration

	QUEBEC			ONTARIO			MANITOBA			SASKATCHEWAN		
IN PRIMARY INDUSTRIES												
Farming	277	1	278	758	5	763	443	11	454	1,962	7	1,969
Fishing	404	6	410	10	-	10	8	-	8	-	-	-
Hunting	9	-	9	5	-	5	10	-	10	20	-	20
Logging	230	2	232	113	2	115	33	-	33	9	-	9
Mining	108	4	112	131	-	131	38	-	38	57	1	58
Sub-Total	1,028	13	1,041	1,017	7	1,024	532	11	543	2,048	8	2,056
IN SECONDARY INDUSTRIES												
Communication	53	26	79	84	33	117	32	7	39	47	3	50
Construction	8,974	11	8,985	5,004	9	5,013	1,279	3	1,282	929	1	924
Finance	177	6	183	234	23	257	33	-	33	39	3	42
General Labour	4,042	9	4,051	1,914	6	1,920	2,665	3	2,668	1,445	4	1,449
Manufacturing	4,738	1,113	5,851	6,988	873	7,861	775	176	951	695	17	712
Service	2,108	2,057	4,165	1,922	2,392	4,314	495	1,065	1,560	596	337	933
Trade	3,439	344	3,783	3,205	480	3,685	1,082	274	1,356	1,063	49	1,112
Transportation & Storage	2,456	16	2,472	2,199	14	2,213	919	5	924	778	4	782
Sub-Total	25,987	3,582	29,569	21,550	3,830	25,380	7,280	1,533	8,813	5,586	418	6,004
ALL INDUSTRIES TOTAL	27,015	3,595	30,610	22,567	3,837	26,404	7,812	1,544	9,356	7,634	426	8,060
Unclassified	77	1,387	1,464	103	3,283	3,386	70	526	596	45	510	555
Never Gainfully Employed	3,259	3,770	7,029	2,547	2,397	4,944	607	658	1,265	993	1,061	2,054
Sub-Total	3,336	5,157	8,493	2,650	5,680	8,330	677	1,184	1,861	1,038	1,571	2,609
GRAND TOTAL	30,351	8,752	39,103	25,217	9,517	34,734	8,489	2,728	11,217	8,672	1,997	10,669

	ALBERTA			BRITISH COLUMBIA		
IN PRIMARY INDUSTRIES						
Farming	800	8	808	531	11	542
Fishing	5	-	5	110	1	111
Hunting	25	-	25	6	-	6
Logging	39	1	40	344	4	348
Mining	608	2	610	605	-	605
Sub-Total	1,477	11	1,488	1,596	16	1,612
IN SECONDARY INDUSTRIES						
Communication	29	3	32	44	8	52
Construction	1,090	-	1,090	1,474	3	1,477
Finance	35	-	35	55	7	62
General Labour	906	2	908	324	-	324
Manufacturing	713	33	746	1,227	89	1,316
Service	496	445	941	565	488	1,053
Trade	713	79	792	741	119	860
Transportation & Storage	673	1	674	922	6	928
Sub-Total	4,655	563	5,218	5,952	720	6,072
ALL INDUSTRIES TOTAL	6,132	574	6,706	6,948	736	7,684
Unclassified	21	241	262	49	418	467
Never Gainfully Employed	472	411	883	671	737	1,408
Sub-Total	493	652	1,145	720	1,155	1,875
GRAND TOTAL	6,625	1,226	7,851	7,668	1,891	9,559

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A-W COMPARATIVE TABLE OF FULLY EMPLOYABLE PERSONS OF BOTH SEXES
IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators and their dependents
who receive Agricultural Aid)

Months of September, 1936, to September, 1937.

Dominion and Provincial Summary

Note: The following figures include all Classes of Fully Employable Persons

	September 1936	October 1936	November 1936	December 1936	January 1937	February 1937	March 1937	April 1937	May 1937	June 1937	July 1937	August 1937	September 1937
DOMINION TOTAL	206,423	214,271	221,165	237,694	254,189	260,393	259,480	245,023	214,618	181,689	159,576	143,745	115,246
PRINCE EDWARD ISLAND	136	138	144	281	483	587	599	367	219	209	222	197	89
NOVA SCOTIA	4,071	4,249	4,292	4,649	4,736	4,889	4,847	4,674	4,148	3,698	3,450	2,877	2,024
NEW BRUNSWICK	-	-	-	-	1,785	1,851	1,806	-	-	-	-	-	-
QUEBEC	83,156	83,982	81,975	86,073	90,202	92,502	92,642	89,057	78,393	67,061	55,043	47,667	39,103
ONTARIO	68,650	70,884	74,408	81,082	86,535	87,332	85,214	79,199	66,781	54,137	48,681	45,202	34,734
MANITOBA	15,236	15,975	16,815	18,149	19,669	20,329	20,978	21,098	19,946	17,495	15,149	12,680	11,217
SASKATCHEWAN	7,548	8,730	9,742	10,704	11,478	11,814	11,889	11,582	10,837	10,143	10,164	10,102	10,669
ALBERTA	10,485	12,410	13,889	14,823	15,718	16,261	16,635	16,440	15,613	14,217	13,897	13,117	7,851
BRITISH COLUMBIA	17,141	17,903	19,900	21,933	23,583	24,828	24,870	22,606	18,681	14,729	12,970	11,903	9,559

C137939

NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to Which

the Dominion Government Contributed

.....

September 1937

S E C T I O N B

RELATING TO PERSONS OTHER THAN THOSE FULLY EMPLOYABLE IN RECEIPT OF MATERIAL AID.

Such persons comprise:

(A) Partially employable, i.e., of doubtful employability;

(B) Fully unemployable;

(C) Non-worker type dependents consisting of:-

(i) Wives;

(ii) Children under 16 years of age;

(iii) Others, 16 years and over, e.g., young people at school full time; unemployable dependent adults; and similar classes.

Farm Resident Operators and their Dependents who receive Agricultural Aid are not included.

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B-1 PARTIALLY EMPLOYABLE AND FULLY UNEMPLOYABLE PERSONS (BOTH SEXES)
IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators and their Dependents who receive Agricultural Aid)

Month of September, 1937

Dominion and Provincial Classification

	PARTIALLY EMPLOYABLE (of doubtful employability)				FULLY UNEMPLOYABLE			
	Heads of Families	Individual Persons	Dependents Previously Employed	Total	Heads of Families	Individual Persons	Total	Total
DOMINION SUMMARY:								
Cities over 25,000	8,463	7,319	639	16,421	3,577	4,157	7,734	24,155
Cities of 10,000 to 25,000	1,360	453	78	1,891	1,218	669	1,887	3,778
Towns of 1,000 to 10,000	2,698	738	96	3,532	2,400	1,149	3,549	7,081
Rest of Provinces	2,402	1,135	49	3,586	2,060	1,505	3,565	7,151
Total	14,923	9,645	862	25,430	9,255	7,480	16,735	42,165
DETAIL BY PROVINCES:								
Prince Edward Island:								
Cities over 25,000	-	-	-	-	-	-	-	-
Cities of 10,000 to 25,000	10	2	-	12	27	5	32	44
Towns of 1,000 to 10,000	-	-	-	-	-	-	-	-
Rest of Province	14	2	-	16	62	93	155	171
Total	24	4	-	28	89	98	187	215
Nova Scotia:								
Cities over 25,000	18	12	5	35	3	3	6	41
Cities of 10,000 to 25,000	26	12	4	42	1	-	1	43
Towns of 1,000 to 10,000	42	19	2	63	7	2	9	72
Rest of Province	-	-	-	-	-	-	-	-
Total	86	43	11	140	11	5	16	156
New Brunswick:								
Cities over 25,000								
Cities of 10,000 to 25,000								
Towns of 1,000 to 10,000			No Registration					
Rest of Province								
Total								
Quebec:								
Cities over 25,000	2,937	1,330	401	4,668	293	82	375	5,043
Cities of 10,000 to 25,000	240	8	30	278	51	2	53	331
Towns of 1,000 to 10,000	205	54	13	272	115	37	152	424
Rest of Province	193	30	7	230	270	143	413	643
Total	3,575	1,422	451	5,448	729	264	993	6,441
Ontario:								
Cities over 25,000	2,743	1,765	135	4,643	2,139	1,986	4,125	8,768
Cities of 10,000 to 25,000	653	255	24	932	986	576	1,562	2,494
Towns of 1,000 to 10,000	1,776	351	63	2,190	1,873	785	2,658	4,848
Rest of Province	411	148	12	571	629	399	1,028	1,599
Total	5,583	2,519	234	8,336	5,627	3,746	9,373	17,709
Manitoba:								
Cities over 25,000	655	1,388	78	2,121	10	231	241	2,362
Cities of 10,000 to 25,000	150	49	12	211	10	2	12	223
Towns of 1,000 to 10,000	106	32	3	141	4	-	4	145
Rest of Province	449	158	11	618	7	3	10	628
Total	1,360	1,627	104	3,091	31	236	267	3,358
Saskatchewan:								
Cities over 25,000	442	183	4	629	636	376	1,012	1,641
Cities of 10,000 to 25,000	174	58	5	237	127	67	194	431
Towns of 1,000 to 10,000	207	44	6	257	218	95	313	570
Rest of Province	599	226	11	836	612	359	971	1,807
Total	1,422	511	26	1,959	1,593	897	2,490	4,449
Alberta:								
Cities over 25,000	576	795	2	1,373	75	411	486	1,859
Cities of 10,000 to 25,000	70	18	-	88	10	-	10	98
Towns of 1,000 to 10,000	50	44	2	96	6	32	38	134
Rest of Province	311	116	6	433	124	57	181	614
Total	1,007	973	10	1,990	215	500	715	2,705
British Columbia:								
Cities over 25,000	1,092	1,846	14	2,952	421	1,068	1,489	4,441
Cities of 10,000 to 25,000	37	51	3	91	6	17	23	114
Towns of 1,000 to 10,000	312	194	7	513	177	198	375	888
Rest of Province	425	455	2	882	356	451	807	1,689
Total	1,866	2,546	26	4,438	960	1,734	2,694	7,132

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B-11 NON-WORKER DEPENDENTS OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Dependents of Farm Resident Operators who Receive Agricultural Aid)

Month of September, 1937.

Dominion and Provincial Classification

	WIVES	CHILDREN UNDER 16 YEARS	DEPENDENTS OTHER THAN WIVES OF NON-WORKER TYPE, OVER 16 YEARS	TOTAL
DOMINION SUMMARY:				
Cities over 25,000	54,328	130,814	9,918	195,060
Cities of 10,000 to 25,000	5,351	13,183	1,517	20,051
Towns of 1,000 to 10,000	11,312	27,252	2,534	41,098
Rest of Provinces	9,346	24,221	2,257	35,824
Total	80,337	195,470	16,226	292,033
DETAIL BY PROVINCES:				
Prince Edward Island:				
Cities over 25,000	-	-	-	-
Cities of 10,000 to 25,000	15	62	23	100
Towns of 1,000 to 10,000	-	-	-	-
Rest of Province	61	251	36	348
Total	76	313	59	448
Nova Scotia:				
Cities over 25,000	749	2,254	160	3,163
Cities of 10,000 to 25,000	143	356	28	527
Towns of 1,000 to 10,000	279	673	68	1,020
Rest of Province	-	-	-	-
Total	1,171	3,283	256	4,710
New Brunswick:				
Cities over 25,000				
Cities of 10,000 to 25,000		No Registration		
Towns of 1,000 to 10,000				
Rest of Province				
Total				
Quebec:				
Cities over 25,000	21,022	58,115	2,902	82,039
Cities of 10,000 to 25,000	807	2,236	186	3,229
Towns of 1,000 to 10,000	1,283	4,244	297	5,824
Rest of Province	755	2,657	185	3,597
Total	23,867	67,252	3,570	94,689
Ontario:				
Cities over 25,000	16,556	39,672	3,098	59,366
Cities of 10,000 to 25,000	2,306	6,050	611	8,967
Towns of 1,000 to 10,000	6,713	15,773	1,441	23,927
Rest of Province	1,156	3,635	276	5,067
Total	26,771	65,130	5,426	97,327
Manitoba:				
Cities over 25,000	4,811	8,840	863	14,514
Cities of 10,000 to 25,000	784	1,894	245	2,923
Towns of 1,000 to 10,000	349	799	53	1,201
Rest of Province	1,400	3,291	264	4,955
Total	7,344	14,824	1,425	23,593
Saskatchewan:				
Cities over 25,000	2,779	6,576	912	10,267
Cities of 10,000 to 25,000	736	1,497	290	2,523
Towns of 1,000 to 10,000	1,353	3,496	372	5,221
Rest of Province	3,515	8,783	976	13,274
Total	8,383	20,352	2,550	31,285
Alberta:				
Cities over 25,000	3,824	7,892	981	12,697
Cities of 10,000 to 25,000	379	713	79	1,171
Towns of 1,000 to 10,000	190	500	75	765
Rest of Province	1,035	2,872	204	4,111
Total	5,428	11,977	1,339	18,744
British Columbia:				
Cities over 25,000	4,547	7,465	1,002	13,014
Cities of 10,000 to 25,000	181	375	55	611
Towns of 1,000 to 10,000	1,145	1,767	228	3,140
Rest of Province	1,424	2,732	316	4,472
Total	7,297	12,339	1,601	21,237

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NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to Which

the Dominion Government Contributed

September 1937

S E C T I O N C

RELATING TO FARM RESIDENT OPERATORS AND THEIR DEPENDENTS IN RECEIPT OF AGRICULTURAL AID

Persons who habitually work at wages for operating farmers, and persons who previously operated farms and have abandoned that occupation are not included. Such classes are covered in Section A, if reported fully employable, and in Section B, if reported only partially employable or fully unemployable.

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C-I FARM RESIDENT OPERATORS AND THEIR DEPENDENTS (BOTH SEXES)
IN RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE
to which the Dominion contributed

Month of September, 1937.

Dominion and Provincial Classification by Domestic Status.

PROVINCE	TOTAL PERSONS	HEADS OF FAMILIES	INDIVIDUAL PERSONS	DEPENDENTS OF HEADS OF FAMILIES	
				Wives	Others
All Provinces	303,270	59,536	8,399	54,351	180,984
Prince Edward Island	126	23	1	19	83
Nova Scotia	--	--	--	--	--
New Brunswick		No Registration			
Quebec	3,408	564	87	468	2,289
Ontario	5,717	968	231	855	3,663
Manitoba	633	118	8	96	411
Saskatchewan	269,601	53,165	7,245	48,545	160,646
Alberta	18,241	3,485	568	3,229	10,959
British Columbia	5,544	1,213	259	1,139	2,933

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C-II FARM RESIDENT OPERATORS AND THEIR DEPENDENTS (BOTH SEXES) IN RECEIPT OF AGRICULTURAL AID FOR SUBSISTENCE to which the Dominion contributed

Month of September, 1937

Separation for Prairie Provinces on Basis of Drought and Non-Drought Districts.

PROVINCE	NUMBER OF PERSONS ON AGRICULTURAL AID		PERCENTAGE OF PROVINCIAL AGRICULTURAL AID TOTAL	
SASKATCHEWAN				
In Drought Districts	169,000		62.7	
In Non-Drought Districts	100,601		37.3	
Total		269,601		100
ALBERTA				
In Drought Districts	12,333		67.6	
In Non-Drought Districts	5,908		32.4	
Total		18,241		100
TWO PROVINCES COMBINED				
In Drought Districts	181,333		63.0	
In Non-Drought Districts	106,509		37.0	
Total		287,842		100

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NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to which

the Dominion Government Contributed

....

September 1937

S E C T I O N D

RECAPITULATION OF ALL PERSONS INCLUDED IN SECTIONS

A, B AND C IN RECEIPT OF MATERIAL AID

1. Dominion summary and by Provinces.

2. Comparative statement for cities over 10,000 population.

3. Comparative Statement by Provinces - September, 1936, to September, 1937

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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D-1 RECAPITULATION OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL OR AGRICULTURAL AID to which the Dominion contributed

Month of September, 1937

Dominion and Provincial Classification

	Total of Fully Employable Persons (From Table A-1)	Total of Partially Employable and Fully Unemployable (From Table B-1)	Total of Non-Worker Type Dependents (From Table B-11)	Total of all Persons in Receipt of Aid to Which the Dominion Contributed - Exclusive of Agricultural (Total of Tables A-1; B-1; and B-11)	Total of Farm Resident Operators and their Dependents (From Table C-1)	Total of All Persons in Receipt of Aid to which the Dominion Contributed - Whether Agricultural or Other (Total of Tables A-1; B-1; B-11; and C-1) GRAND TOTALS
DOMINION SUMMARY:						
Cities over 25,000	84,169	24,155	195,060	303,384		
Cities of 10,000 to 25,000	6,407	3,778	20,051	30,236		
Towns of 1,000 to 10,000	13,388	7,081	41,098	61,567		
Rest of Provinces	11,282	7,151	35,824	54,257		
Total	115,246	42,165	292,033	449,444	303,270	752,714
DETAIL BY PROVINCES:						
Prince Edward Island:						
Cities over 25,000	-	-	-	-		
Cities of 10,000 to 25,000	35	44	100	179		
Towns of 1,000 to 10,000	-	-	-	-		
Rest of Province	54	171	348	573		
Total	89	215	448	752	126	878
Nova Scotia:						
Cities over 25,000	1,245	41	3,163	4,449		
Cities of 10,000 to 25,000	270	43	527	840		
Towns of 1,000 to 10,000	509	72	1,020	1,601		
Rest of Province	-	-	-	-		
Total	2,024	156	4,710	6,890	-	6,890
New Brunswick:						
Cities over 25,000						
Cities of 10,000 to 25,000			No Registration			
Towns of 1,000 to 10,000						
Rest of Province						
Total						
Quebec:						
Cities over 25,000	34,957	5,043	82,039	122,039		
Cities of 10,000 to 25,000	1,084	331	3,229	4,644		
Towns of 1,000 to 10,000	1,994	424	5,824	8,242		
Rest of Province	1,068	643	3,597	5,308		
Total	39,103	6,441	94,689	140,233	3,408	143,641
Ontario:						
Cities over 25,000	25,122	8,768	59,366	93,256		
Cities of 10,000 to 25,000	2,209	2,494	8,967	13,670		
Towns of 1,000 to 10,000	6,627	4,848	23,927	35,402		
Rest of Province	776	1,599	5,067	7,442		
Total	34,734	17,709	97,327	149,770	5,717	155,487
Manitoba:						
Cities over 25,000	7,939	2,362	14,514	24,815		
Cities of 10,000 to 25,000	1,068	223	2,923	4,214		
Towns of 1,000 to 10,000	445	145	1,201	1,791		
Rest of Province	1,765	628	4,955	7,348		
Total	11,217	3,358	23,593	38,168	633	38,801
Saskatchewan:						
Cities over 25,000	3,319	1,641	10,267	15,227		
Cities of 10,000 to 25,000	938	431	2,523	3,892		
Towns of 1,000 to 10,000	1,778	570	5,221	7,569		
Rest of Province	4,634	1,807	13,274	19,715		
Total	10,669	4,449	31,285	46,403	269,601	316,004
Alberta:						
Cities over 25,000	5,712	1,859	12,697	20,268		
Cities of 10,000 to 25,000	454	98	1,171	1,723		
Towns of 1,000 to 10,000	402	134	765	1,301		
Rest of Province	1,283	614	4,111	6,008		
Total	7,851	2,705	18,744	29,300	18,241	47,541
British Columbia:						
Cities over 25,000	5,875	4,441	13,014	23,330		
Cities of 10,000 to 25,000	349	114	611	1,074		
Towns of 1,000 to 10,000	1,693	888	3,140	5,661		
Rest of Province	1,702	1,689	4,472	7,863		
Total	9,559	7,132	21,237	37,928	5,544	43,472

NOTE: (1) 11,248 Dependents reported "at work" are uniformly excluded throughout these statistics.

(2) Fully Employable Individual Persons, together with Fully Employable Family Heads and their dependents, account for 344,160 of the total shown in the Fourth Column of this Table.

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D-11 COMPARATIVE TABLE OF ALL PERSONS AND THEIR DEPENDENTS
IN RECEIPT OF MATERIAL AID
to which the Dominion contributed

Months of September, 1936, and May to September, 1937.

For Cities of over 10,000 population.[x]

CITY	September, 1936	May, 1937	June, 1937	July, 1937	August, 1937	September, 1937
PRINCE EDWARD ISLAND						
Charlottetown	115	238	238	233	207	179
NOVA SCOTIA						
Glace Bay	758	730	693	649	570	433
Halifax	6,651	6,082	5,490	5,052	4,642	4,449
Sydney	615	569	479	457	437	407
QUEBEC						
Chicoutimi	6,874	6,855	5,986	5,088	4,448	3,062
Joliette	1,213	1,144	848	775	666	603
Montreal	158,325	147,349	128,877	118,888	112,898	106,036
Quebec	18,036	17,596	16,095	13,105	11,223	11,327
Sherbrooke	2,449	908	717	687	675	500
Sorel	1,373	1,429	1,523	1,381	1,095	979
Three Rivers	5,618	6,063	5,076	4,294	3,973	4,176
ONTARIO						
Belleville	744	809	598	491	477	394
Brantford	4,772	3,826	3,327	3,021	3,004	2,957
Chatham	670	903	742	384	305	269
Cornwall	591	473	418	354	361	315
Fort William	2,147	2,318	1,613	1,149	968	519
Galt	686	521	453	399	393	326
Guelph	2,225	1,887	1,764	1,566	1,456	1,161
Hamilton	16,306	12,847	11,032	9,939	9,188	8,219
Kingston	1,101	1,351	1,147	1,065	1,016	936
Kitchener	2,334	1,989	1,570	1,237	1,086	916
London	4,719	4,775	4,009	3,844	3,702	3,360
Niagara Falls	2,852	2,708	2,439	2,078	1,847	1,421
North Bay	865	1,612	1,138	734	577	448
Oshawa	3,447	1,941	1,606	1,542	1,805	1,970
Ottawa	16,883	18,698	16,793	15,625	15,059	13,544
Owen Sound	548	381	324	267	232	175
Peterborough	1,584	1,257	1,003	896	829	800
Port Arthur	1,113	1,559	1,285	1,144	938	686
St. Catharines	3,010	2,796	2,396	2,328	1,888	1,766
St. Thomas	766	849	651	534	449	356
Sarnia	392	519	355	263	215	154
Sault Ste. Marie	2,287	1,199	875	771	748	465
Stratford	1,135	1,390	1,141	941	816	781
Sudbury	682	938	573	479	431	315
Timmins	375	748	448	380	369	279
Toronto	73,853	71,561	63,212	59,549	57,368	51,718
Welland	544	662	576	524	510	460
Windsor	20,520	15,470	13,583	12,634	12,213	12,023
Woodstock	248	335	207	214	202	193
MANITOBA						
Brandon	2,189	2,648	2,362	2,152	2,035	1,949
St. Boniface	2,578	3,239	3,105	2,951	2,391	2,265
Winnipeg	30,568	35,251	32,435	29,062	26,564	24,815
SASKATCHEWAN						
Moose Jaw	3,694	4,763	4,509	4,389	4,374	3,892
Regina	9,714	10,760	10,308	10,267	10,053	9,511
Saskatoon	5,273	6,407	6,300	6,136	6,227	5,716
ALBERTA						
Calgary	12,954	15,532	14,311	13,863	13,522	11,033
Edmonton	11,208	13,474	12,656	12,458	11,511	9,235
Lethbridge	1,717	2,213	1,941	1,854	1,756	1,332
Medicine Hat	472	505	442	473	478	391
BRITISH COLUMBIA						
Burnaby	4,651	4,540	4,286	4,081	3,905	3,740
New Westminster	1,312	1,302	1,224	1,171	1,106	1,074
Vancouver	27,854	26,412	22,071	20,222	19,042	17,745
Victoria	2,732	2,752	2,526	2,284	2,126	1,845

x Cities of class indicated not distributing Material Aid in September, 1937, are not included.

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D-111 COMPARATIVE TABLE OF ALL PERSONS AND THEIR DEPENDENTS IN RECEIPT OF MATERIAL OR AGRICULTURAL AID to which the Dominion contributed

Months of September, 1936, to September, 1937.
Dominion and Provincial Summary

	September, 1936	October, 1936	November, 1936	December, 1936	January, 1937	February, 1937	March, 1937	April, 1937	May, 1937	June, 1937	July, 1937	August, 1937	September, 1937
A.--ALL PERSONS ON MATERIAL OR AGRICULTURAL AID (Total of B. and C. below)													
DOMINION TOTAL	955,620	1,008,796	1,046,367	1,115,309	1,178,231	1,207,459	1,208,902	1,159,667	1,037,900	900,785	793,271	748,568	752,714
Prince Edward Island	948	934	973	2,070	3,577	4,123	4,204	2,682	1,485	1,434	1,479	1,355	878
Nova Scotia	13,285	13,828	13,936	14,919	14,997	15,337	15,203	14,817	13,378	12,102	11,381	9,593	6,890
XNew Brunswick	-	-	-	-	6,932	7,132	6,990	-	-	-	-	-	-
Quebec	329,789	330,176	318,584	330,972	343,054	350,183	352,090	347,292	305,193	252,129	188,809	164,746	143,641
Ontario	272,056	279,814	292,671	315,898	335,124	339,168	332,336	312,693	268,731	221,092	197,016	183,505	155,487
Manitoba	52,329	58,342	69,594	79,585	88,316	93,727	96,782	91,955	81,996	69,925	57,512	47,337	38,801
Saskatchewan	185,059	196,498	213,247	222,959	229,212	233,104	233,788	230,511	223,816	217,092	218,149	229,124	316,004
Alberta	57,622	63,661	68,504	75,142	78,798	82,552	84,957	82,732	75,731	69,190	67,110	63,955	47,541
British Columbia	64,532	65,543	68,858	73,764	78,221	82,133	82,552	76,985	67,570	57,821	51,815	48,553	43,472
B.--ALL PERSONS ON MATERIAL AID													
DOMINION TOTAL	707,293	729,527	750,906	805,357	858,456	879,283	878,143	833,800	737,748	636,290	563,899	514,848	449,444
Prince Edward Island	780	789	817	1,756	3,119	3,617	3,682	2,469	1,299	1,257	1,302	1,178	752
Nova Scotia	13,285	13,828	13,936	14,919	14,997	15,337	15,203	14,817	13,378	12,102	11,381	9,593	6,890
XNew Brunswick	-	-	-	-	6,932	7,132	6,990	-	-	-	-	-	-
Quebec	273,892	276,161	268,960	280,271	291,439	298,576	300,786	292,087	258,520	223,486	183,879	159,911	140,233
Ontario	244,755	252,299	264,657	288,100	307,072	310,724	304,715	286,083	245,550	203,506	185,287	174,928	149,770
Manitoba	49,151	51,587	56,892	63,379	68,821	71,272	72,612	71,970	67,368	59,331	51,884	44,104	38,168
Saskatchewan	34,665	39,493	43,827	47,732	50,617	51,912	52,233	51,061	48,162	45,138	44,940	44,744	46,403
Alberta	35,034	38,172	41,221	44,297	46,883	48,717	49,608	48,484	45,230	41,650	40,570	38,636	29,300
British Columbia	55,791	57,198	60,596	64,903	68,576	71,996	72,314	66,829	58,241	49,820	44,656	41,754	37,928
C.--ALL PERSONS ON AGRICULTURAL AID													
DOMINION TOTAL	248,327	279,269	295,461	309,952	319,775	328,176	330,759	325,867	300,152	264,495	229,372	233,720	303,270
Prince Edward Island	168	145	156	314	458	506	522	213	186	177	177	177	126
Nova Scotia	-	-	-	-	-	-	-	-	-	-	-	-	-
XNew Brunswick	-	-	-	-	-	-	-	-	-	-	-	-	-
Quebec	55,957	54,015	49,624	50,701	51,615	51,607	51,304	55,205	46,673	28,643	4,930	4,835	3,408
Ontario	27,301	27,515	28,014	27,798	28,052	28,444	27,621	26,610	23,181	17,586	11,729	8,977	5,717
Manitoba Total	9,178	9,755	12,702	16,206	19,495	22,455	24,170	19,985	14,628	10,594	5,628	3,233	633
DROUGHT	1,612	4,672	8,666	8,820	9,741	10,611	11,833	9,017	6,478	4,911	2,413	1,352	-
NON-DROUGHT	1,566	2,083	4,036	7,386	9,754	11,844	12,337	10,968	8,150	5,683	3,215	1,881	633
Saskatchewan Total	130,394	157,005	169,420	175,227	178,595	181,192	181,555	179,450	175,654	171,954	173,209	184,380	269,601
DROUGHT	99,373	122,238	129,286	131,761	133,261	134,524	134,610	133,663	131,642	129,248	130,998	139,703	169,000
NON-DROUGHT	31,021	34,767	40,134	43,466	45,334	46,668	46,945	45,787	44,012	42,706	42,211	44,677	100,601
Alberta Total	22,588	25,489	27,283	30,845	31,915	33,835	35,349	34,248	30,501	27,540	26,540	25,319	18,241
DROUGHT	7,769	11,306	13,385	14,233	14,991	15,528	15,800	15,498	14,038	12,959	13,039	13,131	12,333
NON-DROUGHT	14,819	14,183	13,898	16,612	16,924	18,307	19,549	18,750	16,463	14,581	13,501	12,188	5,908
British Columbia	8,741	8,345	8,262	8,861	9,645	10,137	10,238	10,156	9,325	8,001	7,159	6,799	5,544

X New Brunswick did not come under the Registration in months left blank.

NOTE: Dependents reported "at work" are uniformly excluded. These numbered 11,248 by September, 1937.

137949

NATIONAL EMPLOYMENT COMMISSION

Report on Registration

of

Recipients of Aid to Which

the Dominion Government Contributed

.....

September, 1937

SECTION E

RELATING TO GENERAL MATTERS

This Section includes:

(a) A table relating to persons assisted through Works Projects or undertakings (other than Material or Agricultural Aid) to which the Dominion contributed, for the month of September, 1937.

(b) Tables from the September, 1937, Registration, relating to persons receiving Material Aid (other than farm resident operators in receipt of Agricultural Aid), with similar data from the September, 1936, Registration where comparable.

(c) Tables from the September, 1937, Registration relating to farm resident operators (farmers) in receipt of Agricultural Aid.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

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W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

C 137950

E-1 FULLY EMPLOYABLE PERSONS ON SPECIAL WORKS

STATEMENT OF PERSONS EMPLOYED ON SPECIAL WORKS PROJECTS AND ASSISTED THROUGH OTHER UNDERTAKINGS TO WHICH THE DOMINION CONTRIBUTED FINANCIALLY

DURING THE MONTH OF SEPTEMBER, 1937

(As Reported to the Dominion Commissioner of Unemployment Relief)

	PROVINCIAL WORKS (Not including Trans-Canada Highway)		TRANS-CANADA HIGHWAY		MUNICIPAL WORKS		EMPLOYMENT AFFORDED TO TRANSIENTS		TOTALS ON WORKS PROJECTS		RELIEF (LAND) SETTLEMENT
	Total Number Given Relief Work This Month	Total Number of Man-days Worked	Total Number Given Relief Work This Month	Total Number of Man-days Worked	Total Number Given Relief Work This Month	Total Number of Man-days Worked	Total Number Given Relief Work This Month	Total Number of Man-days Worked	Total Number of Persons	Total Number of Man-days	Total Number
Prince Edward Island	--	--	--	--	--	--	--	--	--	--	--
Nova Scotia	464	6,251	1,060	15,831	--	--	--	--	1,524	22,082	1,411
New Brunswick	1,627	13,397	234	3,445	88	1,362	--	--	1,949	18,204	--
Quebec	3,695	85,920	--	--	--	--	--	--	3,695	85,920	7,763
Ontario	3,687	68,697	421	8,489	--	--	--	--	4,108	77,186	2,148
Manitoba	2,601	23,092	288	4,245	238	2,542	--	--	3,127	29,879	4,088
Saskatchewan	2,016	18,840	--	--	--	--	--	--	2,016	18,840	3,735
Alberta	677	10,428	--	--	--	--	--	--	677	10,428	2,163
British Columbia	966	14,809	91	1,560	10	53	--	--	1,067	16,422	183
Total, September, 1937	15,733	241,434	2,094	33,570	336	3,957	--	--	18,163	278,961	21,491
Total, August, 1937	17,375	263,763	2,842	46,869	380	4,681	--	--	20,597	315,313	19,121
Total, September, 1936	24,967	363,411	6,829	82,358	1,401	20,067	--	--	33,197	465,836	18,493

C137951

R-EI AGE GROUPS
OF PERSONS* IN RECEIPT OF MATERIAL AID
To which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)

September, 1937, Registration
Summary by Provinces, by Reported Degree of Employability

	TOTAL PERSONS			FULLY EMPLOYABLE PERSONS			PARTIALLY EMPLOYABLE PERSONS			UNEMPLOYABLE PERSONS		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
DOMINION												
16 to 25 years	10,890	4,867	15,757	10,355	4,112	14,467	429	477	906	106	278	384
26 to 45 years	47,446	11,314	58,760	42,073	7,792	49,865	3,876	2,092	5,968	1,497	1,430	2,927
46 to 65 years	42,769	10,464	53,233	25,744	5,066	30,810	12,139	2,775	14,914	4,836	2,623	7,509
66 to 69 years	6,755	1,955	8,710	1,496	402	1,898	2,567	480	3,047	2,692	1,073	3,765
70 and Over	2,260	608	2,868	151	36	187	484	80	564	1,625	492	2,117
No Information	98	52	150	75	20	95	13	18	31	10	14	24
Total	110,218	29,260	139,478	79,894	17,428	97,322	19,508	5,922	25,430	10,816	5,910	16,726
PRINCE EDWARD ID.												
16 to 25 years	14	7	21	6	3	9	1	--	1	7	4	11
26 to 45 years	36	33	69	14	7	21	1	7	8	21	19	40
46 to 65 years	45	64	109	5	5	10	5	8	13	35	51	86
66 to 69 years	16	23	39	1	--	1	4	2	6	11	21	32
70 and Over	7	9	16	--	--	--	--	--	--	7	9	16
No Information	1	1	2	--	--	--	--	--	--	1	1	2
Total	119	137	256	26	15	41	11	17	28	82	105	187
NOVA SCOTIA												
16 to 25 years	298	81	379	296	80	376	2	1	3	--	--	--
26 to 45 years	697	158	855	659	147	806	34	11	45	4	--	4
46 to 65 years	421	107	528	377	93	470	40	12	52	4	2	6
66 to 69 years	78	20	98	53	15	68	23	4	27	2	1	3
70 and Over	22	2	24	8	1	9	12	--	12	2	1	3
No Information	2	1	3	2	--	2	--	1	1	--	--	--
Total	1,518	369	1,887	1,395	336	1,731	111	29	140	12	4	16
NEW BRUNSWICK												
					No Registration							
QUEBEC												
16 to 25 years	3,704	1,381	5,085	3,600	1,260	4,860	94	112	206	10	9	19
26 to 45 years	16,552	2,927	19,479	15,659	2,400	18,059	737	444	1,181	156	83	239
46 to 65 years	10,446	2,110	12,556	7,528	1,290	8,818	2,595	704	3,299	323	116	439
66 to 69 years	1,078	154	1,232	279	28	307	613	82	695	186	44	230
70 and Over	118	31	149	15	2	17	55	11	66	48	18	66
No Information	11	3	14	11	2	13	--	1	1	--	--	--
Total	31,909	6,606	38,515	27,092	4,982	32,074	4,094	1,354	5,448	723	270	993
ONTARIO:												
16 to 25 years	3,174	1,590	4,764	2,967	1,268	4,235	156	174	330	51	148	199
26 to 45 years	13,916	4,786	18,702	11,519	3,162	14,681	1,507	848	2,355	890	776	1,666
46 to 65 years	13,344	5,102	18,446	7,345	2,354	9,699	3,471	1,085	4,556	2,528	1,663	4,191
66 to 69 years	2,743	1,301	4,044	752	304	1,056	648	211	859	1,343	786	2,129
70 and Over	1,071	424	1,495	71	28	99	172	52	224	828	344	1,172
No Information	25	23	48	16	4	20	3	9	12	6	10	16
Total	34,273	13,226	47,499	22,670	7,120	29,790	5,957	2,379	8,336	5,646	3,727	9,373
MANITOBA												
16 to 25 years	1,340	742	2,082	1,268	696	1,964	70	42	112	2	4	6
26 to 45 years	4,375	989	5,364	3,956	847	4,803	409	131	540	10	11	21
46 to 65 years	4,311	755	5,066	2,577	511	3,088	1,620	241	1,861	114	3	117
66 to 69 years	579	80	659	72	12	84	434	64	498	73	4	77
70 and Over	126	3	129	4	--	4	78	1	79	44	2	46
No Information	6	4	10	5	4	9	1	--	1	--	--	--
Total	10,737	2,573	13,310	7,882	2,070	9,952	2,612	479	3,091	243	24	267
SASKATCHEWAN												
16 to 25 years	908	375	1,283	859	271	1,130	36	40	76	13	64	77
26 to 45 years	4,695	923	5,618	4,210	388	4,598	343	210	553	142	325	467
46 to 65 years	3,975	950	4,925	2,496	250	2,746	875	226	1,101	604	474	1,078
66 to 69 years	560	179	739	74	15	89	150	33	183	336	131	467
70 and Over	353	104	457	19	4	23	31	7	38	303	93	396
No Information	27	15	42	21	8	29	3	5	8	3	2	5
Total	10,518	2,546	13,064	7,679	936	8,615	1,438	521	1,959	1,401	1,089	2,490
ALBERTA												
16 to 25 years	651	303	954	625	233	858	24	56	80	2	14	16
26 to 45 years	3,650	585	4,235	3,260	343	3,603	300	195	495	90	47	137
46 to 65 years	3,333	450	3,783	2,109	220	2,329	945	180	1,125	279	50	329
66 to 69 years	437	63	500	122	16	138	206	29	235	109	18	127
70 and Over	153	13	166	18	1	19	47	4	51	88	8	96
No Information	22	4	26	19	2	21	3	1	4	--	1	1
Total	8,246	1,418	9,664	6,153	815	6,968	1,525	465	1,990	568	138	706
BRITISH COLUMBIA												
16 to 25 years	801	388	1,189	734	301	1,035	46	52	98	21	35	56
26 to 45 years	3,525	913	4,438	2,796	498	3,294	545	246	791	184	169	353
46 to 65 years	5,894	926	7,820	3,307	343	3,650	2,588	319	2,907	999	264	1,263
66 to 69 years	1,264	135	1,399	143	12	155	489	55	544	632	68	700
70 and Over	410	22	432	16	--	16	89	5	94	305	17	322
No Information	4	1	5	1	--	1	3	1	4	--	--	--
Total	12,898	2,385	15,283	6,997	1,154	8,151	3,760	678	4,438	2,141	553	2,694

*NOTE: FULLY EMPLOYABLE, PARTIALLY EMPLOYABLE, and UNEMPLOYABLE each include Heads of Families and Individual Persons. FULLY EMPLOYABLE and PARTIALLY EMPLOYABLE both also include dependents previously gainfully occupied (other than wives). Dependents Never Previously Gainfully Occupied but Available for Work, 16 to 29 years of age, are not included in this Table: this class numbered 17,924 in September, 1937.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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E-III A G E G R O U P S

C 137952

OF FULLY EMPLOYABLE PERSONS[X] IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

Summary by Provinces, by Reported Degree of Employability

	Total September		Percentage in Each Age Group Male		Female	
	1937	1936	1937	1936	1937	1936
DOMINION						
16 to 25 years	14,467	28,294	13.0	14.8	23.6	27.5
26 to 45 years	49,865	87,408	52.6	53.4	44.7	43.3
46 to 65 years	30,810	49,585	32.2	29.9	29.1	26.9
66 years and over	2,085	3,364	2.1	1.9	2.5	2.2
Unspecified	95	79	0.1	0.0	0.1	0.1
Total	97,322	168,730	100.	100.	100.	100.
PRINCE EDWARD ISLAND						
16 to 25 years	9	6	23.1	15.0	20.0	2.6
26 to 45 years	21	42	53.8	67.5	46.7	48.7
46 to 65 years	10	24	19.2	17.5	33.3	46.1
66 years and over	1	1	3.9	--	--	2.6
Unspecified	--	--	--	--	--	--
Total	41	73	100.	100.	100.	100.
NOVA SCOTIA						
16 to 25 years	376	862	21.2	24.5	23.8	32.6
26 to 45 years	806	1,530	47.3	47.6	43.7	37.6
46 to 65 years	470	830	27.0	24.4	27.7	27.4
66 years and over	77	104	4.4	3.3	4.8	2.4
Unspecified	2	5	0.1	0.2	--	--
Total	1,731	3,331	100.	100.	100.	100.
NEW BRUNSWICK	No Registration					
QUEBEC						
16 to 25 years	4,860	11,000	13.3	14.9	25.3	27.0
26 to 45 years	18,059	35,943	57.8	56.3	48.2	46.5
46 to 65 years	8,818	17,600	27.8	27.1	25.9	25.3
66 years and over	324	1,045	1.1	1.7	0.6	1.2
Unspecified	13	10	0.0	0.0	0.0	0.0
Total	32,074	65,598	100.	100.	100.	100.
ONTARIO						
16 to 25 years	4,235	9,402	13.1	15.1	17.8	24.7
26 to 45 years	14,681	27,827	50.8	51.8	44.4	41.2
46 to 65 years	9,699	17,068	32.4	30.6	33.1	30.3
66 years and over	1,155	1,491	3.6	2.4	4.7	3.7
Unspecified	20	44	0.1	0.1	0.0	0.1
Total	29,790	55,832	100.	100.	100.	100.
MANITOBA						
16 to 25 years	1,964	2,726	16.1	15.5	33.6	41.9
26 to 45 years	4,803	7,110	50.2	51.6	40.9	38.5
46 to 65 years	3,088	4,282	32.7	31.7	24.7	18.9
66 years and over	88	158	1.0	1.2	0.6	0.7
Unspecified	9	4	0.0	0.0	0.2	--
Total	9,952	14,280	100.	100.	100.	100.
SASKATCHEWAN						
16 to 25 years	1,130	810	11.2	12.5	28.9	20.7
26 to 45 years	4,598	3,228	54.8	57.1	41.5	46.8
46 to 65 years	2,746	1,679	32.5	28.6	28.7	29.6
66 years and over	112	110	1.2	1.7	2.0	2.7
Unspecified	29	5	0.3	0.1	0.9	0.2
Total	8,615	5,832	100.	100.	100.	100.
ALBERTA						
16 to 25 years	858	1,247	10.1	11.1	28.6	32.5
26 to 45 years	3,603	5,012	53.0	55.6	42.1	45.0
46 to 65 years	2,329	2,786	34.3	31.5	27.0	21.0
66 years and over	157	155	2.3	1.7	2.1	1.4
Unspecified	21	9	0.3	0.1	0.2	0.1
Total	6,968	9,209	100.	100.	100.	100.
BRITISH COLUMBIA						
16 to 25 years	1,035	2,241	10.5	13.4	26.1	30.0
26 to 45 years	3,294	6,716	39.9	46.7	43.2	41.4
46 to 65 years	3,650	5,316	47.3	37.8	29.7	26.6
66 years and over	171	300	2.3	2.1	1.0	2.0
Unspecified	1	2	0.0	0.0	--	--
Total	8,151	14,575	100.	100.	100.	100.

[X] NOTE: 1. "FULLY EMPLOYABLE PERSONS" refers to Heads of Families, Individuals without dependents, and unemployed dependents previously gainfully occupied, but does not include dependents available for work but never previously gainfully occupied: this latter class in September, 1937, numbered 17,924 from 16 to 29 years inclusive.

2. Of the 97,322 fully employable persons here dealt with in September, 1937, 79,894 were male and 17,428 were female; of the 168,730 for September, 1936, 142,223 were male and 26,507 were female. See also Table E-II.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PUBLIC ARCHIVES
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C 137953

R-IV YEAR OF LAST EMPLOYMENT AT USUAL OR NORMAL OCCUPATION
OF FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of farm resident operators who receive Agricultural Aid)

From September, 1937, Registration

Summary by Provinces°

	DOMINION SUMMARY			PRINCE EDWARD ISLAND			NOVA SCOTIA		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
At Part Time Work	2,079	474	2,553	1	--	1	23	12	35
Last Employed in 1937	17,121	2,900	20,021	12	2	14	813	168	981
Last Employed in 1936	9,801	1,512	11,313	6	1	7	119	38	157
Last Employed in 1935	6,897	1,125	8,022	3	1	4	52	15	67
Last Employed in 1934	6,648	1,078	7,726	--	--	--	35	15	50
Last Employed in 1933	7,701	944	8,645	1	1	2	40	8	48
Last Employed in 1932	8,576	752	9,328	--	--	--	67	7	74
Last Employed in 1931	6,417	440	6,857	--	--	--	40	7	47
1930 or Previously	12,346	1,347	13,693	--	--	--	109	6	115
Unspecified	1,604	238	1,842	--	3	3	43	39	82
xNever Gainfully Employed	704	6,618	7,322	3	7	10	54	21	75
Total	79,894	17,428	97,322	26	15	41	1,395	336	1,731
	QUEBEC			ONTARIO			MANITOBA		
At Part Time Work	408	74	482	770	245	1,015	315	88	403
Last Employed in 1937	3,745	575	4,320	5,154	1,056	6,210	2,885	628	3,513
Last Employed in 1936	3,549	544	4,093	2,308	440	2,748	1,126	240	1,366
Last Employed in 1935	2,691	452	3,143	1,727	379	2,106	599	125	724
Last Employed in 1934	3,204	521	3,725	1,799	346	2,145	412	109	521
Last Employed in 1933	4,186	464	4,650	1,832	306	2,138	405	88	493
Last Employed in 1932	3,998	319	4,317	2,450	281	2,731	524	76	600
Last Employed in 1931	2,156	171	2,327	2,066	145	2,211	463	57	520
1930 or Previously	2,647	422	3,069	4,212	494	4,706	1,041	112	1,153
Unspecified	321	22	343	149	69	218	39	13	52
xNever Gainfully Employed	187	1,418	1,605	203	3,359	3,562	73	534	607
Total	27,092	4,982	32,074	22,670	7,120	29,790	7,882	2,070	9,952
	SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA		
At Part Time Work	397	32	429	120	11	131	45	12	57
Last Employed in 1937	2,172	164	2,336	1,588	157	1,745	752	150	902
Last Employed in 1936	1,033	44	1,077	831	98	929	829	107	936
Last Employed in 1935	544	43	587	560	55	615	721	55	776
Last Employed in 1934	329	18	347	368	21	389	501	48	549
Last Employed in 1933	350	5	355	367	29	396	520	43	563
Last Employed in 1932	413	8	421	426	22	448	698	39	737
Last Employed in 1931	434	7	441	472	22	494	786	31	817
1930 or Previously	1,087	21	1,108	1,208	73	1,281	2,042	219	2,261
Unspecified	897	26	923	111	55	166	44	11	55
xNever Gainfully Employed	23	568	591	102	272	374	59	439	498
Total	7,679	936	8,615	6,153	815	6,968	6,997	1,154	8,151

NOTE: °NEW BRUNSWICK is omitted as that Province was not distributing Material Aid in September.

x"NEVER GAINFULLY EMPLOYED" as here used refers only to Heads of Families and Individual Persons on their own, so reported: the designation does not here include dependents of Heads of Families never gainfully occupied but available for work, which class (excluding wives) numbered 17,924 in September.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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C 137954

E-V YEAR OF LAST EMPLOYMENT AT USUAL OR NORMAL OCCUPATION OF FULLY EMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID to which the Dominion contributed (exclusive of farm resident operators who receive Agricultural Aid)

September, 1937, compared[n] to September, 1936

Summary by Provinces[o]

	DOMINION SUMMARY			PRINCE EDWARD ISLAND			NOVA SCOTIA		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
From the September, 1937, Registration									
At Part Time Work	2.6	2.7	2.6	3.8	--	2.4	1.6	3.6	2.0
Last Employed in 1937	21.5	16.6	20.7	46.3	13.3	34.1	58.3	49.9	56.7
Last Employed in 1936	12.3	8.7	11.6	23.1	6.7	17.1	8.5	11.3	9.1
Last Employed in 1935	8.6	6.5	8.2	11.5	6.7	9.8	3.7	4.5	3.9
Last Employed in 1934	8.3	6.2	7.9	--	--	--	2.5	4.5	2.9
Last Employed in 1933	9.6	5.4	8.9	3.8	6.7	4.9	2.9	2.4	2.8
Last Employed in 1932	10.7	4.3	9.6	--	--	--	4.8	2.1	4.3
Last Employed in 1931	8.0	2.5	7.0	--	--	--	2.9	2.1	2.7
1930 or Previously	15.5	7.7	14.1	--	--	--	7.8	1.8	6.6
Unspecified	2.0	1.4	1.9	--	20.0	7.3	3.1	11.5	4.7
[x]Never Gainfully Employed	0.9	38.0	7.5	11.5	46.6	24.4	3.9	6.3	4.3
Total Per Cent	100	100	100	100	100	100	100	100	100
Number	79,894	17,428	97,332	26	15	41	1,395	336	1,731
From the September, 1936, Registration									
At Part Time Work	0.9	2.4	1.2	2.9	--	1.4	2.9	12.9	4.6
Last Employed in 1936	21.5	18.5	21.0	85.5	20.5	50.6	49.9	44.8	49.0
Last Employed in 1935	14.3	12.0	13.9	2.9	5.1	4.1	13.1	12.0	12.9
Last Employed in 1934	9.7	8.1	9.4	2.9	--	1.4	6.1	6.6	6.2
Last Employed in 1933	10.6	7.5	10.1	2.9	7.7	5.5	5.3	3.5	5.0
Last Employed in 1932	12.2	5.9	11.2	--	--	--	6.4	3.3	5.9
Last Employed in 1931	9.8	3.5	8.9	--	--	--	3.8	0.5	3.2
1930 or Previously	18.7	10.4	17.4	--	2.6	1.4	8.1	3.5	7.3
Unspecified	0.4	28.4	4.8	--	64.1	34.2	0.7	8.2	2.0
[x]Never Gainfully Employed	1.9	3.3	2.1	2.9	--	1.4	3.7	4.7	3.9
Total Per Cent	100	100	100	100	100	100	100	100	100
Number	142,223	26,507	168,730	34	39	73	2,757	574	3,331

	QUEBEC			ONTARIO			MANITOBA		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
From the September, 1937, Registration									
At Part Time Work	1.5	1.5	1.5	3.4	3.4	3.4	4.0	4.3	4.0
Last Employed in 1937	13.8	11.5	13.5	22.7	14.8	20.8	36.7	30.2	35.4
Last Employed in 1936	13.1	10.9	12.8	10.2	6.2	9.2	14.3	11.6	13.7
Last Employed in 1935	9.9	9.1	9.8	7.6	5.3	7.1	7.6	6.0	7.3
Last Employed in 1934	11.8	10.5	11.6	7.9	4.9	7.2	5.2	5.3	5.2
Last Employed in 1933	15.4	9.3	14.4	8.1	4.3	7.2	5.1	4.3	5.0
Last Employed in 1932	14.8	6.4	13.4	10.8	3.9	9.2	6.6	3.7	6.0
Last Employed in 1931	8.0	3.4	7.3	9.1	2.0	7.4	5.9	2.8	5.2
1930 or Previously	9.8	8.5	9.6	18.6	6.9	15.8	13.2	5.4	11.6
Unspecified	1.2	0.4	1.1	0.7	1.0	0.7	0.5	0.6	0.5
[x]Never Gainfully Employed	0.7	28.5	5.0	0.9	47.3	12.0	0.9	25.8	6.1
Total Per Cent	100	100	100	100	100	100	100	100	100
Number	27,092	4,982	32,074	22,670	7,120	29,790	7,882	2,070	9,952
From the September, 1936, Registration									
At Part Time Work	0.3	0.7	0.4	2.1	3.9	2.4	0.2	0.4	0.3
Last Employed in 1936	21.3	16.5	20.6	20.4	18.2	19.9	24.2	25.3	24.1
Last Employed in 1935	14.2	12.8	13.9	12.6	10.2	12.1	21.7	21.9	21.8
Last Employed in 1934	11.3	9.9	11.1	9.2	7.0	8.8	8.8	11.5	9.2
Last Employed in 1933	14.3	10.1	13.6	9.0	5.5	8.4	7.9	11.3	8.4
Last Employed in 1932	15.2	7.7	14.0	11.1	4.7	10.0	10.6	8.6	10.3
Last Employed in 1931	9.6	4.1	8.8	10.3	3.0	9.0	10.1	6.1	9.6
1930 or Previously	11.9	10.5	11.7	23.0	11.1	20.8	15.6	8.3	14.6
Unspecified	0.2	25.4	4.1	0.5	32.6	6.4	0.2	5.6	1.0
[x]Never Gainfully Employed	1.7	2.3	1.8	1.8	3.8	2.2	0.7	1.0	0.7
Total Per Cent	100	100	100	100	100	100	100	100	100
Number	55,559	10,039	65,598	45,635	10,197	55,832	12,354	1,926	14,280

	SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
From the September, 1937, Registration									
At Part Time Work	5.2	3.4	5.0	2.0	1.3	1.9	0.5	1.0	0.7
Last Employed in 1937	28.2	17.5	27.1	25.7	19.3	25.0	10.7	13.0	11.1
Last Employed in 1936	13.4	4.7	12.5	13.5	12.0	13.3	11.9	9.3	11.5
Last Employed in 1935	7.1	4.6	6.8	9.1	6.7	8.8	10.3	4.8	9.5
Last Employed in 1934	4.3	1.9	4.0	6.0	2.6	5.6	7.2	4.2	6.7
Last Employed in 1933	4.6	0.5	4.1	6.0	3.6	5.7	7.4	3.7	6.9
Last Employed in 1932	5.4	0.9	4.9	6.9	2.7	6.4	10.0	3.4	9.0
Last Employed in 1931	5.7	0.7	5.1	7.7	2.7	7.1	11.2	2.7	10.0
1930 or Previously	14.1	2.2	12.9	19.6	9.0	18.4	29.3	19.0	27.8
Unspecified	11.7	2.8	10.7	1.8	6.7	2.4	0.6	0.9	0.7
[x]Never Gainfully Employed	0.3	60.8	6.9	1.7	33.4	5.4	0.8	38.0	6.1
Total Per Cent	100	100	100	100	100	100	100	100	100
Number	7,679	936	8,615	6,153	815	6,968	6,997	1,154	8,151
From the September, 1936, Registration									
At Part Time Work	1.8	4.1	2.2	0.3	0.9	0.4	0.2	1.7	0.4
Last Employed in 1936	25.9	13.1	23.7	23.4	23.9	23.5	14.6	16.1	14.8
Last Employed in 1935	9.7	4.6	8.8	15.4	12.6	15.0	14.7	10.1	14.2
Last Employed in 1934	6.5	2.2	5.8	7.8	6.7	7.7	8.9	5.1	8.5
Last Employed in 1933	6.6	1.8	5.8	7.1	6.7	7.1	8.1	4.4	7.7
Last Employed in 1932	8.5	0.9	7.2	8.0	3.7	7.5	9.4	4.3	8.8
Last Employed in 1931	7.6	1.3	6.5	9.2	2.7	8.5	11.3	2.9	10.3
1930 or Previously	22.8	2.8	19.5	26.5	12.2	24.8	31.4	14.6	29.3
Unspecified	1.0	62.8	11.4	0.2	22.0	2.7	0.4	37.3	4.7
[x]Never Gainfully Employed	9.6	6.4	9.1	2.1	8.6	2.8	1.0	3.5	1.3
Total Per Cent	100	100	100	100	100	100	100	100	100
Number	4,853	979	5,832	8,151	1,058	9,209	12,380	1,695	14,575

NOTE: [n]Year in which "Last Employed" in this table is, as indicated, in relation to two different times of registration, namely, September, 1937, and September, 1936: hence, in a particular province the percentage of the total reported in 1937 as last employed in 1937 is really comparable to the percentage reported in September, 1936, as last employed in the same year, i.e., 1936; similarly, "Last Employed in 1936" as reported in 1937, is comparable to "Last Employed in 1935" as reported in 1936; and so on.

[o]NEW BRUNSWICK is omitted as that Province was not distributing Material Aid in September.

[x]"NEVER GAINFULLY EMPLOYED" as here used refers only to Heads of Families and Individual Persons on their own, so reported: the designation does not here include dependents of Heads of Families never gainfully occupied but available for work, which class (excluding wives) numbered 17,924 in September.

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C 137955

E-VI FULLY EMPLOYABLE PERSONS REPORTED AS PREVIOUSLY NON-WAGE EARNERS[X]
IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

Classified by Provinces[O] by Industry in which last Normally Occupied

INDUSTRY OF LAST NORMAL OR USUAL EMPLOYMENT	DOMINION SUMMARY			PRINCE EDWARD ISLAND			NOVA SCOTIA		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
IN PRIMARY INDUSTRIES									
Farming	1,138	8	1,146	1	--	1	3	--	3
Fishing	375	4	379	5	--	5	63	--	63
Hunting	56	--	56	--	--	--	--	--	--
Logging	13	--	13	--	--	--	--	--	--
Mining	51	--	51	--	--	--	1	--	1
Sub-Total	1,633	12	1,645	6	--	6	67	--	67
IN SECONDARY INDUSTRIES									
Communication	10	--	10	--	--	--	--	--	--
Construction	913	--	913	--	--	--	7	--	7
Finance	95	4	99	--	--	--	--	--	--
General Labour	53	--	53	--	--	--	4	--	4
Manufacturing	550	133	683	--	--	--	6	6	12
Service	767	355	1,122	--	--	--	13	11	24
Trade	1,128	65	1,193	--	--	--	6	2	8
Transportation & Storage	354	1	355	--	--	--	5	--	5
Sub-Total	3,870	558	4,428	--	--	--	41	19	60
ALL INDUSTRIES TOTAL	5,503	570	6,073	6	--	6	108	19	127
Unclassified	--	--	--	--	--	--	--	--	--
GRAND TOTAL	5,503	570	6,073	6	--	6	108	19	127

	QUEBEC			ONTARIO			MANITOBA		
IN PRIMARY INDUSTRIES									
Farming	90	--	90	131	--	131	101	1	102
Fishing	246	4	250	7	--	7	2	--	2
Hunting	5	--	5	4	--	4	9	--	9
Logging	4	--	4	--	--	--	1	--	1
Mining	4	--	4	2	--	2	2	--	2
Sub-Total	349	4	353	144	--	144	115	1	116
IN SECONDARY INDUSTRIES									
Communication	--	--	--	2	--	2	2	--	2
Construction	110	--	110	440	--	440	59	--	59
Finance	20	--	20	36	3	39	6	--	6
General Labour	6	--	6	26	--	26	--	--	--
Manufacturing	117	43	160	131	35	166	38	28	66
Service	153	93	246	229	125	354	56	41	97
Trade	276	18	294	403	27	430	110	7	117
Transportation & Storage	77	1	78	100	--	100	21	--	21
Sub-Total	759	155	914	1,367	190	1,557	292	76	368
ALL INDUSTRIES TOTAL	1,108	159	1,267	1,511	190	1,701	407	77	484
Unclassified	--	--	--	--	--	--	--	--	--
GRAND TOTAL	1,108	159	1,267	1,511	190	1,701	407	77	484

	SASKATCHEWAN			ALBERTA			BRITISH COLUMBIA		
IN PRIMARY INDUSTRIES									
Farming	421	2	423	170	1	171	221	4	225
Fishing	--	--	--	2	--	2	50	--	50
Hunting	7	--	7	25	--	25	6	--	6
Logging	1	--	1	1	--	1	6	--	6
Mining	8	--	8	3	--	3	31	--	31
Sub-Total	437	2	439	201	1	202	314	4	318
IN SECONDARY INDUSTRIES									
Communication	2	--	2	1	--	1	3	--	3
Construction	131	--	131	80	--	80	85	--	85
Finance	14	--	14	6	--	6	13	1	14
General Labour	9	--	9	5	--	5	3	--	3
Manufacturing	147	5	152	45	9	54	66	7	73
Service	179	20	199	67	26	93	70	39	109
Trade	169	--	169	66	3	69	98	8	106
Transportation & Storage	87	--	87	34	--	34	30	--	30
Sub-Total	738	25	763	304	38	342	369	55	424
ALL INDUSTRIES TOTAL	1,175	27	1,202	505	39	544	683	59	742
Unclassified	--	--	--	--	--	--	--	--	--
GRAND TOTAL	1,175	27	1,202	505	39	544	683	59	742

NOTE: [X]"NON-WAGE EARNERS" refers to persons previously "on their own", that is, previously in business or professional pursuits on their own account.

[O]NEW BRUNSWICK is omitted as that Province was not distributing Material Aid in September.

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C 137956

E-VII TIME OF LAST CONTINUOUS SELF-DEPENDENCE

YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF SUPPORT, OF HEADS OF FAMILIES IN RECEIPT OF MATERIAL AID[X]

to which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)
From September, 1937, Registration

Summary by Provinces, by Reported Degree of Employability

HEADS OF FAMILIES ONLY	Total	1937	1936	1935	1934	1933	1932	1931	1930 or Earlier	Never Self-Dependent	Unspecified
DOMINION - Total	99,225	3,252	8,531	9,546	10,272	13,545	16,580	14,315	17,376	1,731	4,077
Fully Employable	75,047	2,766	6,976	7,487	8,015	10,539	12,796	10,849	12,094	1,169	2,356
Partially Employable	14,923	334	950	1,285	1,404	1,886	2,440	2,281	3,210	264	869
Unemployable	9,255	152	605	774	853	1,120	1,344	1,185	2,072	298	852
PRINCE EDWARD ID. - Total	144	--	4	9	9	49	7	2	4	4	56
Fully Employable	31	--	2	2	4	12	2	--	--	2	7
Partially Employable	24	--	--	1	2	7	--	--	--	1	13
Unemployable	89	--	2	6	3	30	5	2	4	1	36
NOVA SCOTIA - Total	1,434	2	91	140	129	233	286	414	80	44	15
Fully Employable	1,337	2	85	137	114	221	267	396	62	42	11
Partially Employable	86	--	5	2	14	11	16	17	16	2	3
Unemployable	11	--	1	1	1	1	3	1	2	--	1
NEW BRUNSWICK			No Registration								
QUEBEC - Total	28,011	616	1,902	2,476	3,204	4,985	6,153	3,706	3,883	193	893
Fully Employable	23,707	562	1,735	2,193	2,842	4,346	5,251	3,119	2,935	168	556
Partially Employable	3,575	51	138	233	311	550	787	538	764	21	182
Unemployable	729	3	29	50	51	89	115	49	184	4	155
ONTARIO - Total	34,990	903	2,701	3,118	3,740	4,686	5,748	5,054	6,714	888	1,438
Fully Employable	23,780	723	2,065	2,286	2,659	3,300	3,980	3,348	4,167	575	677
Partially Employable	5,583	94	305	405	521	696	882	891	1,305	144	340
Unemployable	5,627	86	331	427	560	690	886	815	1,242	169	421
MANITOBA - Total	8,821	504	842	838	826	1,020	1,307	1,603	1,875	143	63
Fully Employable	7,430	459	756	701	694	865	1,059	1,333	1,384	134	45
Partially Employable	1,360	42	84	136	126	154	241	267	485	8	17
Unemployable	31	3	2	1	6	1	7	3	6	1	1
SASKATCHEWAN - Total	10,339	408	1,341	1,090	816	992	1,138	1,127	2,162	74	1,171
Fully Employable	7,324	340	1,052	767	572	673	804	776	1,516	38	786
Partially Employable	1,422	35	140	158	115	151	141	160	300	6	216
Unemployable	1,593	33	149	165	129	168	193	191	366	30	169
ALBERTA - Total	6,520	334	771	866	708	706	751	977	1,077	87	303
Fully Employable	5,298	274	618	673	548	548	598	851	946	83	219
Partially Employable	1,007	57	125	154	134	132	125	107	108	3	62
Unemployable	215	3	28	39	26	26	28	19	23	1	22
BRITISH COLUMBIA - Total	8,966	485	879	1,009	840	874	1,190	1,432	1,761	358	138
Fully Employable	6,140	406	663	728	582	574	835	1,026	1,084	187	55
Partially Employable	1,866	55	153	196	181	185	248	301	432	79	36
Unemployable	960	24	63	85	77	115	107	105	245	92	47

[X]NOTE: "TIME OF LAST CONTINUOUS SELF-DEPENDENCE" refers to year wherein last twelve months of self support independent of public Aid terminated.

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C 137957

E-VIII. TIME OF LAST CONTINUOUS SELF-DEPENDENCE

YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF-SUPPORT, OF INDIVIDUAL PERSONS IN RECEIPT OF MATERIAL AID[x]
to which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)

From September, 1937, Registration

Summary by Provinces, by Reported Degree of Employability

INDIVIDUAL PERSONS ONLY	Total	1937	1936	1935	1934	1933	1932	1931	1930 or Earlier	Never Self-Dependent	Unspecified
DOMINION - Total	30,818	757	2,961	3,698	4,011	4,347	4,109	3,424	5,519	695	1,297
Fully Employable	13,702	480	1,715	1,969	2,071	2,027	1,756	1,243	1,747	351	343
Partially Employable	9,645	191	758	1,037	1,140	1,368	1,420	1,247	2,032	107	345
Unemployable	7,471	86	488	692	800	952	933	934	1,740	237	609
PRINCE EDWARD ID. - Total	104	--	7	8	8	32	2	1	2	17	27
Fully Employable	2	--	--	--	1	--	--	--	--	--	1
Partially Employable	4	--	--	--	--	2	--	--	--	--	2
Unemployable	98	--	7	8	7	30	2	1	2	17	24
NOVA SCOTIA - Total	316	--	16	33	39	47	64	41	45	20	11
Fully Employable	268	--	16	28	35	42	56	36	32	18	5
Partially Employable	43	--	--	4	4	4	7	5	13	2	4
Unemployable	5	--	--	1	--	1	1	--	--	--	2
NEW BRUNSWICK	No Registration										
QUEBEC - Total	6,214	130	797	1,003	1,272	1,196	776	370	468	26	176
Fully Employable	4,528	108	638	795	956	881	546	266	270	13	55
Partially Employable	1,422	21	138	186	290	284	203	95	161	10	34
Unemployable	264	1	21	22	26	31	27	9	37	3	87
ONTARIO - Total	9,731	228	826	1,045	1,289	1,373	1,364	1,048	1,726	311	521
Fully Employable	3,466	150	446	484	564	500	462	280	378	110	92
Partially Employable	2,519	51	193	232	283	361	391	309	503	59	137
Unemployable	3,746	27	187	329	442	512	511	459	845	142	292
MANITOBA - Total	3,525	86	245	364	309	403	476	412	1,143	71	16
Fully Employable	1,662	66	134	188	162	203	229	182	431	62	5
Partially Employable	1,627	17	104	162	142	185	216	200	584	9	8
Unemployable	236	3	7	14	5	15	31	30	128	--	3
SASKATCHEWAN - Total	2,109	91	390	307	199	207	163	150	246	15	341
Fully Employable	701	36	171	121	56	68	43	31	53	6	116
Partially Employable	511	24	74	74	58	53	47	37	52	1	91
Unemployable	897	31	145	112	85	86	73	82	141	8	134
ALBERTA - Total	2,778	55	181	346	309	313	322	336	795	12	109
Fully Employable	1,314	47	108	156	132	139	158	162	358	9	45
Partially Employable	973	6	56	131	110	127	112	121	273	1	36
Unemployable	491	2	17	59	67	47	52	53	164	2	28
BRITISH COLUMBIA - Total	6,041	167	499	592	586	776	942	1,066	1,094	223	96
Fully Employable	1,761	73	202	197	165	194	262	286	225	133	24
Partially Employable	2,546	72	193	248	253	352	444	480	446	25	33
Unemployable	1,734	22	104	147	168	230	236	300	423	65	39

[x]NOTE: "TIME OF LAST CONTINUOUS SELF-DEPENDENCE" refers to year wherein last twelve months of self support independent of public Aid terminated.

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C 137958

E-1X CONTINUOUS TIME ON AID[X]

SEPARATION ON BASIS OF CONTINUOUS TIME IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)
From the September, 1937, Registration
Summary by Provinces, by Reported Degree of Employability

	HEADS OF FAMILIES									INDIVIDUAL PERSONS								
	Total	1 - 6 Months	7 - 12 Months	1 - 2 Years	2 - 3 Years	3 - 4 Years	4 - 5 Years	Over 5 Years	Unspecified	Total	1 - 6 Months	7 - 12 Months	1 - 2 Years	2 - 3 Years	3 - 4 Years	4 - 5 Years	Over 5 Years	Unspecified
FULLY EMPLOYABLE																		
Dominion	75,047	15,322	9,768	10,080	7,748	7,723	9,213	13,157	2,036	13,702	2,955	1,841	2,555	1,813	1,699	1,227	1,110	502
Prince Edward Id.	31	9	3	9	3	2	---	---	5	2	---	1	---	---	---	---	---	1
Nova Scotia	1,337	405	247	236	144	118	88	92	7	268	66	56	59	21	28	24	12	2
New Brunswick			No Registration									No Registration						
Quebec	23,707	3,151	2,751	2,385	2,260	3,118	4,568	5,254	220	4,528	563	490	930	806	906	519	292	22
Ontario	23,780	5,712	2,802	3,259	2,882	2,597	2,636	3,239	653	3,466	742	510	743	512	383	287	237	52
Manitoba	7,430	1,365	1,077	1,241	726	569	669	1,680	103	1,662	337	240	287	153	151	138	212	164
Saskatchewan	7,324	2,022	1,158	1,078	512	408	401	956	789	701	245	103	105	43	35	22	57	111
Alberta	5,298	1,198	845	940	551	410	362	864	128	1,314	583	175	164	89	61	58	64	120
British Columbia	6,140	1,460	885	932	670	501	489	1,072	131	1,761	419	266	267	189	155	179	256	30
. . . . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
PARTIALLY EMPLOYABLE																		
Dominion	14,923	1,857	1,697	1,937	1,764	1,758	2,158	3,391	361	9,645	1,438	1,176	1,475	1,291	1,293	1,150	1,568	254
Prince Edward Id.	24	3	1	5	2	3	---	---	10	4	---	1	---	---	1	---	---	2
Nova Scotia	86	14	17	15	6	10	15	7	2	43	9	5	4	7	5	9	2	1
New Brunswick			No Registration									No Registration						
Quebec	3,575	275	286	347	346	443	778	1,082	18	1,422	117	104	222	269	323	230	149	8
Ontario	5,583	739	618	671	744	734	815	1,122	140	2,519	422	316	380	350	341	331	329	50
Manitoba	1,360	134	149	193	138	133	159	440	14	1,627	181	184	245	183	187	176	402	69
Saskatchewan	1,422	266	248	223	131	133	83	214	124	511	149	90	66	40	38	32	49	47
Alberta	1,007	156	152	197	153	109	84	126	30	973	254	171	172	86	81	67	86	56
British Columbia	1,866	270	226	286	244	195	224	400	23	2,546	306	306	386	356	316	305	551	21
. . . . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .	. . .
UNEMPLOYABLE																		
Dominion	9,255	1,121	997	1,309	1,170	1,154	1,255	1,907	342	7,471	824	792	1,140	1,011	1,002	971	1,484	247
Prince Edward Id.	89	6	2	32	4	17	---	---	28	98	21	7	38	8	18	---	---	6
Nova Scotia	11	3	2	1	1	2	1	1	---	5	2	1	2	---	---	---	---	---
New Brunswick			No Registration									No Registration						
Quebec	729	67	112	134	120	53	82	157	4	264	42	45	63	48	24	19	22	1
Ontario	5,627	644	555	706	730	784	870	1,181	157	3,746	397	397	549	549	552	581	625	96
Manitoba	31	6	4	3	2	2	5	9	---	236	17	15	19	19	24	37	100	5
Saskatchewan	1,593	260	188	229	152	158	142	334	130	897	160	108	141	74	79	63	160	112
Alberta	215	25	32	51	25	27	21	23	11	491	50	58	86	74	51	40	111	21
British Columbia	960	110	102	153	136	111	134	202	12	1,734	135	161	242	239	254	231	466	6

[X] NOTE: "CONTINUOUS TIME ON AID" refers to receipt of Aid during the period specified without any interruption of at least one calendar month.

C137959

E-X. CONTINUOUS TIME ON AID[X]

COMPARATIVE PERCENTAGES BY PERIODS OF CONTINUOUS TIME IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of Farm Resident Operators who receive Agricultural Aid)
September, 1937, compared to September, 1936
Summary by Provinces, by Reported Degree of Employability

		HEADS OF FAMILIES - PERCENTAGE DISTRIBUTION									INDIVIDUAL PERSONS - PERCENTAGE DISTRIBUTION								
		Total	1 - 6 Months	7 - 12 Months	1 - 2 Years	2 - 3 Years	3 - 4 Years	4 - 5 Years	Over 5 Years	Unspecified	Total	1 - 6 Months	7 - 12 Months	1 - 2 Years	2 - 3 Years	3 - 4 Years	4 - 5 Years	Over 5 Years	Unspecified
FULLY EMPLOYABLE																			
Dominion	September,1937	75,047	20.5	13.0	15.4	10.3	10.3	12.3	17.5	2.7	13,702	21.6	13.4	18.6	13.2	12.4	9.0	8.1	3.7
	September,1936	120,665	23.8	15.4	15.9	13.8	13.3	9.3	6.9	1.6	28,872	36.3	19.3	17.1	11.3	7.4	3.9	2.7	2.0
Prince Edward Id.	September,1937	31	29.0	9.7	29.0	9.7	6.5	--	--	16.1	2	--	50.0	--	--	--	--	--	50.0
	September,1936	63	19.0	20.6	7.9	17.5	4.8	30.2	--	--	3	--	33.3	--	--	--	66.7	--	--
Nova Scotia	September,1937	1,337	30.2	18.5	17.7	10.8	8.8	6.6	6.9	0.5	268	24.7	20.9	22.0	7.8	10.4	9.0	4.5	0.7
	September,1936	2,484	42.2	17.0	12.0	11.4	9.2	6.7	0.7	0.8	485	44.7	12.8	11.3	12.4	12.2	3.5	0.6	2.5
New Brunswick				No Registration										No Registration					
Quebec	September,1937	23,707	13.3	11.6	10.1	9.5	13.2	19.3	22.1	0.9	4,528	12.4	10.8	20.6	17.8	20.0	11.3	6.4	0.5
	September,1936	45,761	22.1	14.4	15.3	16.3	16.2	9.4	5.8	0.5	10,194	35.9	17.1	21.5	14.7	6.8	2.4	1.2	0.4
Ontario	September,1937	23,780	24.1	11.8	13.7	12.1	10.9	11.1	13.6	2.7	3,466	21.4	14.7	21.4	14.8	11.1	8.3	6.8	1.5
	September,1936	43,150	24.2	14.5	17.4	13.6	12.5	8.8	6.7	2.3	6,466	31.2	20.3	18.1	11.8	8.4	4.8	2.6	2.8
Manitoba	September,1937	7,430	18.4	14.5	16.7	9.8	7.7	9.0	22.5	1.4	1,662	20.3	14.4	17.3	9.2	7.9	8.3	12.7	9.9
	September,1936	9,039	24.1	16.2	13.6	9.9	11.6	11.4	13.0	0.2	3,953	37.1	25.3	11.4	6.9	7.8	4.1	5.7	0.7
Saskatchewan	September,1937	7,324	27.5	15.8	14.7	7.0	5.6	5.5	13.1	10.8	701	35.0	14.7	15.0	6.1	5.0	3.1	5.5	15.8
	September,1936	5,080	19.7	16.7	12.5	11.1	10.4	9.1	12.2	8.3	272	32.3	19.2	12.9	10.3	9.2	4.0	4.8	7.3
Alberta	September,1937	5,298	22.7	15.9	17.8	10.4	7.7	6.8	16.3	2.4	1,314	44.4	13.3	12.5	6.8	4.6	4.4	4.9	9.1
	September,1936	6,074	26.6	21.4	14.2	9.6	8.2	8.9	7.0	2.1	2,654	47.6	18.5	8.0	5.7	4.2	2.7	2.8	10.5
British Columbia	September,1937	6,140	23.7	14.4	15.2	10.9	8.2	8.0	17.5	2.1	1,761	25.8	15.1	15.2	10.7	8.8	10.2	14.3	1.7
	September,1936	9,014	23.7	18.4	17.8	11.1	11.3	10.2	6.7	0.8	4,865	36.8	17.9	16.7	9.8	8.1	6.5	5.8	0.6
PARTIALLY EMPLOYABLE																			
Dominion	September,1937	14,925	12.4	11.4	13.0	11.8	11.8	14.5	22.7	2.4	9,645	14.9	12.2	15.3	13.4	13.4	11.9	16.3	2.6
	September,1936	19,658	15.7	14.6	16.7	13.8	14.6	11.3	10.2	3.1	10,342	21.5	15.8	18.0	14.8	11.8	8.1	6.8	3.2
Prince Edward Id.	September,1937	24	12.5	4.2	20.8	8.3	12.5	--	--	41.7	4	--	25.	--	--	25.	--	--	50.
	September,1936	21	33.3	33.3	14.3	14.3	--	4.8	--	--	6	16.7	33.3	16.7	33.3	--	--	--	--
Nova Scotia	September,1937	86	16.3	19.8	17.4	7.0	11.6	17.5	8.1	2.3	43	20.9	11.6	9.3	16.3	14.0	20.9	4.7	2.3
	September,1936	242	36.8	14.9	15.7	12.8	11.6	6.6	0.4	1.2	102	52.0	15.7	10.8	10.8	2.9	4.9	--	2.9
New Brunswick				No Registration										No Registration					
Quebec	September,1937	3,575	7.7	8.0	9.7	9.7	12.4	21.8	30.2	0.5	1,422	8.2	7.3	15.6	18.9	22.7	16.2	10.5	0.6
	September,1936	5,463	14.5	16.1	15.6	14.5	16.5	11.5	10.4	0.9	1,602	23.8	16.8	28.8	17.0	10.2	4.9	3.6	0.9
Ontario	September,1937	5,583	13.2	11.1	12.0	13.3	13.2	14.6	20.1	2.5	2,519	16.8	12.5	15.1	13.9	13.5	13.1	13.1	2.0
	September,1936	7,468	15.5	12.5	17.6	14.7	15.7	10.8	9.8	3.4	2,891	19.8	14.8	19.8	15.6	14.3	7.7	3.9	4.1
Manitoba	September,1937	1,360	9.9	11.0	14.2	10.1	9.8	11.7	32.3	1.0	1,627	11.1	11.3	15.1	11.2	11.5	10.8	24.8	4.2
	September,1936	1,813	13.9	12.7	15.5	14.0	15.2	14.9	13.4	0.4	1,471	17.3	16.5	13.8	13.0	12.4	9.6	16.5	0.9
Saskatchewan	September,1937	1,422	18.7	17.5	15.7	9.2	9.4	5.8	15.0	8.7	511	29.2	17.6	12.9	7.8	7.4	6.3	9.6	9.2
	September,1936	1,756	16.4	15.1	13.7	11.3	9.7	9.0	11.6	13.2	578	28.5	15.7	13.0	12.8	6.2	4.0	4.7	17.1
Alberta	September,1937	1,007	15.5	15.1	19.6	15.2	10.8	8.3	12.5	3.0	973	26.1	17.6	17.7	8.8	8.3	6.9	8.8	5.8
	September,1936	1,158	19.6	20.6	16.2	11.0	10.4	9.3	8.6	4.3	945	30.2	22.6	14.2	9.2	6.3	5.0	5.7	6.8
British Columbia	September,1937	1,866	14.5	12.1	15.3	13.1	10.3	12.0	21.5	1.2	2,546	12.0	12.0	15.2	14.0	12.4	12.0	21.6	0.8
	September,1936	2,237	15.6	15.1	19.6	12.2	12.6	14.3	9.8	0.8	2,747	18.4	14.1	18.2	16.1	13.2	11.5	7.6	0.9
UNEMPLOYABLE																			
Dominion	September,1937	9,255	12.1	10.8	14.1	12.6	12.5	13.6	20.6	3.7	7,471	11.1	10.6	15.2	13.5	13.4	13.0	19.9	3.3
	September,1936	10,455	13.3	12.8	16.6	14.4	15.5	12.5	11.8	3.1	8,343	14.6	12.1	17.0	15.7	15.8	10.9	11.6	2.3
Prince Edward Id.	September,1937	89	6.7	2.2	36.0	4.5	19.1	--	--	31.5	98	21.4	7.1	38.8	6.2	18.4	--	--	8.1
	September,1936	60	33.3	8.3	11.7	30.0	--	16.7	--	--	95	32.6	16.9	12.6	25.3	--	12.6	--	--
Nova Scotia	September,1937	11	27.2	18.2	9.1	9.1	18.2	9.1	9.1	--	5	40.	20.	40.	--	--	--	--	--
	September,1936	53	34.0	9.4	11.3	18.9	11.3	9.4	1.9	3.8	23	21.7	21.7	21.7	8.7	13.1	8.7	--	4.4
New Brunswick				No Registration										No Registration					
Quebec	September,1937	729	9.2	15.4	18.4	16.5	7.3	11.2	21.5	0.5	264	15.9	17.0	23.9	18.2	9.1	7.2	8.3	0.4
	September,1936	2,089	12.3	16.1	17.7	12.5	16.9	11.8	11.2	1.5	683	19.0	20.2	22.9	13.2	12.2	7.2	4.7	0.6
Ontario	September,1937	5,627	11.4	9.9	12.5	13.0	13.9	15.5	21.0	2.8	3,746	10.6	10.6	14.7	14.6	14.7	15.5	16.7	2.6
	September,1936	5,551	12.3	12.0	16.4	16.0	16.3	12.5	11.2	3.3	3,328	15.2	12.0	16.2	16.3	16.0	10.0	7.8	2.5
Manitoba	September,1937	31	19.3	12.9	9.7	6.5	6.5	16.1	29.0	--	236	7.2	6.4	8.0	8.0	10.2	15.7	42.4	2.1
	September,1936	340	10.9	12.3	17.3	11.2	12.1	15.9	19.7	0.6	765	10.2	11.0	9.8	11.2	11.9	11.8	32.9	1.2
Saskatchewan	September,1937	1,593	16.3	11.8	14.4	9.5	9.9	8.9	21.0	8.2	897	17.9	12.0	15.7	8.2	8.8	7.0	17.9	12.5
	September,1936	851	19.0	13.3	14.2	10.3	9.8	10.9	13.9	8.6	480	19.6	11.7	13.5	18.1	13.8	7.5	6.5	7.3
Alberta	September,1937	215	11.6	14.9	23.7	11.6	12.6	9.8	10.7	5.1	491	10.2	11.8	17.5	15.1	10.4	8.1	22.6	4.3
	September,1936	324	17.3	13.0	16.4	13.9	11.4	12.0	12.0	4.0	585	14.6	18.5	14.8	13.6	10.3	9.5	13.1	5.6
British Columbia	September,1937	960	11.5	10.6	15.9	14.2	11.6	13.9	21.0	1.3	1,734	7.8	9.3	14.0	13.8	14.6	13.3	26.9	0.3
	September,1936	1,187	15.2	10.9	17.5	13.1	16.2	14.6	13.1	1.4	2,436	12.2	9.0	17.3	16.6	17.3	13.7	12.9	1.0

[X] NOTE: "CONTINUOUS TIME ON AID" refers to receipt of Aid during the period specified without any interruption of at least one calendar month.

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PUBLIC ARCHIVES
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CANADA

C 137960

E-XI. CAUSES OF UNEMPLOYABILITY OF UNEMPLOYABLE PERSONS IN RECEIPT OF MATERIAL AID to which the Dominion contributed
(exclusive of Farm Resident Operators and their dependents who receive Agricultural Aid)
from the September, 1937, Registration
Dominion and Provincial Summary

HEADS OF FAMILIES ONLY	Total	Chronic Disease	Physical Defect	Age	Mental Disease	Mental Defect	Broken Home	Unmarried Mother	Addiction to Drugs or Alcohol	Other	No Information
DOMINION											
Male	6,340	2,080	1,517	2,354	89	55	19	--	10	87	131
Female	2,915	449	310	625	27	30	1,039	86	5	197	147
Total	9,255	2,529	1,827	2,979	116	83	1,058	86	15	354	278
PRINCE EDWARD ID.											
Male	42	14	25	2	1	--	--	--	--	--	--
Female	47	9	11	11	2	2	9	--	--	3	--
Total	89	23	36	13	3	2	9	--	--	3	--
NOVA SCOTIA											
Male	10	3	3	4	--	--	--	--	--	--	--
Female	1	1	--	--	--	--	--	--	--	--	--
Total	11	4	3	4	--	--	--	--	--	--	--
NEW BRUNSWICK					No Registration						
QUEBEC											
Male	559	184	125	197	20	9	--	--	5	5	14
Female	170	25	19	39	3	1	61	4	--	3	15
Total	729	209	144	236	23	10	61	4	5	8	29
ONTARIO											
Male	3,992	1,428	1,011	1,329	58	39	11	--	4	48	64
Female	1,635	263	207	394	18	23	510	37	4	94	85
Total	5,627	1,691	1,218	1,723	76	62	521	37	8	142	149
MANITOBA											
Male	14	3	2	9	--	--	--	--	--	--	--
Female	17	--	1	2	--	--	13	1	--	--	--
Total	31	3	3	11	--	--	13	1	--	--	--
SASKATCHEWAN											
Male	932	196	187	481	4	2	5	--	1	9	47
Female	661	94	45	119	3	3	293	28	1	40	35
Total	1,593	290	232	600	7	5	298	28	2	49	82
ALBERTA											
Male	136	45	37	46	4	1	--	--	--	1	2
Female	79	12	6	11	--	1	33	6	--	6	4
Total	215	57	43	57	4	2	33	6	--	7	6
BRITISH COLUMBIA											
Male	655	207	127	286	2	2	3	--	--	24	4
Female	305	45	21	49	1	--	120	10	--	51	8
Total	960	252	148	335	3	2	123	10	--	75	12
INDIVIDUAL PERSONS ONLY											
DOMINION											
Male	4,477	1,255	1,075	1,889	71	70	6	--	7	46	58
Female	2,994	713	412	1,590	47	40	51	3	4	75	59
Total	7,471	1,968	1,487	3,479	118	110	57	3	11	121	117
PRINCE EDWARD ID.											
Male	40	5	20	3	4	8	--	--	--	--	--
Female	58	9	26	16	3	2	2	--	--	--	--
Total	98	14	46	19	7	10	2	--	--	--	--
NOVA SCOTIA											
Male	3	1	1	1	--	--	--	--	--	--	--
Female	2	--	--	2	--	--	--	--	--	--	--
Total	5	1	1	3	--	--	--	--	--	--	--
NEW BRUNSWICK					No Registration						
QUEBEC											
Male	164	33	50	61	9	3	--	--	--	--	8
Female	100	18	12	59	2	1	2	1	--	--	5
Total	264	51	62	120	11	4	2	1	--	--	13
ONTARIO											
Male	1,654	498	409	627	33	37	5	--	7	12	26
Female	2,092	514	302	1,094	37	33	27	1	3	48	33
Total	3,746	1,012	711	1,721	70	70	32	1	10	60	59
MANITOBA											
Male	229	9	40	175	3	2	--	--	--	--	--
Female	7	2	--	5	--	--	--	--	--	--	--
Total	236	11	40	180	3	2	--	--	--	--	--
SASKATCHEWAN											
Male	469	132	107	203	6	2	--	--	--	2	17
Female	428	89	50	248	2	--	14	1	--	4	20
Total	897	221	157	451	8	2	14	1	--	6	37
ALBERTA											
Male	432	132	115	166	2	4	1	--	--	7	5
Female	59	13	4	36	--	2	2	--	--	1	1
Total	491	145	119	202	2	6	3	--	--	8	6
BRITISH COLUMBIA											
Male	1,486	445	333	653	14	14	--	--	--	25	2
Female	248	68	18	130	3	2	4	--	1	22	--
Total	1,734	513	351	783	17	16	4	--	1	47	2

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PUBLIC ARCHIVES
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CANADA

C 137961

E-XII. MARITAL STATUS OF FEMALE HEADS OF FAMILIES
IN RECEIPT OF MATERIAL AID
to which the Dominion contributed
(exclusive of farm resident Operators who receive Agricultural Aid)
From September, 1937, Registration

Summary by Provinces and by Degree of Employability

	TOTAL	SINGLE	MARRIED	WIDOWED	COMMON LAW	SEPARATED	DESERTED	DIVORCED	UNSPECIFIED
DOMINION - TOTAL	16,187	1,631	2,389	5,497	104	3,580	2,601	331	54
Fully Employable	9,859	1,143	1,411	3,020	62	2,457	1,526	208	32
Partially Employable	3,415	298	511	1,277	30	615	595	79	10
Unemployable	2,913	190	467	1,200	12	508	480	44	12
PRINCE EDWARD ISLAND - TOTAL	73	4	4	61	--	2	1	--	1
Fully Employable	12	1	1	9	--	--	--	--	1
Partially Employable	14	--	--	13	--	--	1	--	--
Unemployable	47	3	3	39	--	2	--	--	--
NOVA SCOTIA - TOTAL	247	44	62	69	4	61	5	1	1
Fully Employable	226	43	60	56	1	59	5	1	1
Partially Employable	20	1	2	12	3	2	--	--	--
Unemployable	1	--	--	1	--	--	--	--	--
NEW BRUNSWICK	No Registration								
QUEBEC - TOTAL	3,497	496	531	1,670	12	453	325	4	6
Fully Employable	2,628	389	402	1,207	12	357	252	4	5
Partially Employable	699	91	100	362	--	76	69	--	1
Unemployable	170	16	29	101	--	20	4	--	--
ONTARIO - TOTAL	7,067	534	907	2,073	48	2,001	1,389	87	28
Fully Employable	4,085	349	426	972	30	1,408	832	55	13
Partially Employable	1,347	83	238	438	9	295	258	20	6
Unemployable	1,635	102	243	663	9	298	299	12	9
MANITOBA - TOTAL	1,392	211	284	355	7	296	179	55	5
Fully Employable	1,170	186	247	281	6	254	140	52	4
Partially Employable	205	24	30	73	1	38	35	3	1
Unemployable	17	1	7	1	--	4	4	--	--
SASKATCHEWAN - TOTAL	1,653	92	252	736	3	302	237	28	3
Fully Employable	598	37	106	247	--	119	80	8	1
Partially Employable	396	15	56	183	2	69	66	5	--
Unemployable	659	40	90	306	1	114	91	15	2
ALBERTA - TOTAL	889	96	86	226	14	184	218	56	9
Fully Employable	457	48	50	102	6	104	108	32	7
Partially Employable	353	41	21	105	8	65	88	23	2
Unemployable	79	7	15	19	--	15	22	1	--
BRITISH COLUMBIA - TOTAL	1,369	154	263	307	16	281	247	100	1
Fully Employable	683	90	119	146	7	156	109	56	--
Partially Employable	381	43	64	91	7	70	78	28	--
Unemployable	305	21	80	70	2	55	60	16	1

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E-XIII. HOUSING

COMPARATIVE INFORMATION ON FAMILIES IN RECEIPT OF MATERIAL AID
to which the Dominion contributed

September, 1937, compared to September, 1936.

By Cities of over 25,000 Population,[x] by Number of Rooms Occupied

	TOTAL FAMILIES	1 ROOM	2 ROOMS	3 ROOMS	4 ROOMS	5 ROOMS	6 ROOMS	7 ROOMS	8 ROOMS	9 OR MORE ROOMS	UNSPECIFIED
NOVA SCOTIA											
Halifax											
September, 1937	923	11.5	32.7	27.1	19.7	5.6	2.6	--	--	0.1	0.7
September, 1936	1,414	13.3	29.3	27.1	19.8	6.7	2.3	0.9	0.3	0.1	0.2
QUEBEC											
Montreal											
September, 1937	21,633	5.7	4.5	18.8	37.1	18.7	10.3	2.7	0.6	0.1	1.5
September, 1936	32,025	6.9	4.6	18.1	36.8	18.7	10.9	2.9	0.7	0.1	0.3
Quebec											
September, 1937	2,137	10.5	6.5	17.6	37.2	15.1	7.0	2.1	0.7	0.4	2.9
September, 1936	3,438	9.5	6.1	17.5	38.1	16.8	7.8	2.6	1.0	0.3	0.3
Sherbrooke											
September, 1937	104	1.0	9.6	19.2	37.5	22.1	10.6	--	--	--	--
September, 1936	491	2.0	6.1	27.7	35.3	19.8	7.5	1.0	0.6	--	--
Three Rivers											
September, 1937	797	1.5	4.4	16.7	31.7	21.8	11.8	3.6	0.5	0.3	7.7
September, 1936	1.077	7.0	4.9	10.6	31.8	23.8	11.6	4.9	2.2	0.7	2.5
ONTARIO											
Brantford											
September, 1937	702	2.6	9.0	12.1	17.3	15.7	28.7	9.3	3.3	1.1	0.9
September, 1936	1,100	3.7	8.6	10.6	17.4	17.6	27.0	10.9	2.5	1.4	0.3
Fort William											
September, 1937	102	5.9	12.7	22.6	22.6	12.7	17.6	2.9	2.0	--	1.0
September, 1936	428	5.4	8.4	18.0	24.1	24.3	14.7	4.0	0.9	0.2	--
Hamilton											
September, 1937	1,959	5.2	12.7	13.8	14.8	24.1	21.6	5.2	1.6	0.2	0.8
September, 1936	3,830	2.8	9.5	13.8	13.6	20.9	22.8	11.4	3.8	1.1	0.3
Kitchener											
September, 1937	210	6.7	16.2	24.7	16.6	15.7	13.3	4.8	1.0	--	1.0
September, 1936	506	4.0	15.8	28.6	17.6	13.6	15.6	4.0	0.4	0.2	0.2
London											
September, 1937	794	7.1	12.7	13.0	12.1	26.6	21.4	5.3	0.9	0.6	0.3
September, 1936	1.093	6.8	13.5	14.4	13.9	22.3	21.0	5.4	1.2	0.4	1.1
Ottawa											
September, 1937	3,036	7.9	18.6	23.8	17.4	10.9	11.3	3.8	0.6	0.3	5.4
September, 1936	3,815	10.2	18.0	22.6	17.5	13.0	12.9	3.6	0.9	0.4	0.9
Toronto											
September, 1937	12,605	9.7	19.2	18.0	10.2	9.8	22.7	4.0	4.0	1.3	1.1
September, 1936	18,024	10.0	18.1	16.4	10.2	10.1	23.0	4.7	4.8	1.8	0.9
Windsor											
September, 1937	2,613	3.4	6.2	9.4	14.0	26.0	22.7	8.5	2.8	1.1	5.9
September, 1936	4,526	2.6	6.7	8.7	14.1	27.9	23.7	9.1	4.0	1.4	1.8
MANITOBA											
Winnipeg											
September, 1937	5,743	13.1	26.2	21.1	10.7	15.3	8.6	3.0	0.9	0.3	0.8
September, 1936	6,556	15.1	25.9	20.7	10.8	14.3	8.5	3.5	0.9	0.3	--
SASKATCHEWAN											
Regina											
September, 1937	2,223	11.4	23.9	14.6	22.1	14.8	8.3	2.6	0.8	0.2	1.3
September, 1936	2,229	10.0	23.0	15.6	22.6	15.1	9.0	3.4	0.9	0.3	0.1
Saskatoon											
September, 1937	1,236	4.9	12.8	11.7	26.4	18.6	13.4	4.2	1.8	0.5	5.7
September, 1936	1.154	6.0	14.8	13.1	27.2	18.1	12.7	5.0	1.4	0.8	0.9
ALBERTA											
Calgary											
September, 1937	2,496	11.9	25.9	18.9	17.4	13.5	5.5	1.4	0.6	0.2	4.7
September, 1936	2,767	12.3	27.6	19.5	17.5	14.0	6.2	1.6	0.7	0.3	0.3
Edmonton											
September, 1937	2,031	16.2	21.1	14.7	20.4	13.8	8.1	2.7	0.8	0.1	2.1
September, 1936	2,433	17.8	21.3	13.6	20.9	14.0	8.1	2.5	0.8	0.2	0.8
BRITISH COLUMBIA											
Burnaby											
September, 1937	979	4.0	13.3	22.1	39.7	13.9	5.3	1.2	0.2	0.1	0.2
September, 1936	1,159	2.2	13.1	20.0	41.8	14.6	5.9	1.6	0.5	0.1	0.2
Vancouver											
September, 1937	4,105	15.9	18.8	17.9	22.4	12.3	8.4	2.5	0.6	0.1	1.1
September, 1936	5,905	13.3	16.4	17.0	25.0	14.4	10.0	2.5	0.8	0.3	0.3
Victoria											
September, 1937	476	4.6	9.2	13.4	18.2	24.0	14.9	6.3	2.1	0.8	6.5
September, 1936	691	6.0	7.7	11.3	20.1	24.3	18.4	6.7	3.5	1.0	1.0

[x] Cities of over 25,000 population not distributing Material Aid in September are not included.

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COMPARATIVE INFORMATION ON FAMILIES IN RECEIPT OF MATERIAL AID to which the Dominion contributed

September, 1937, compared to September, 1936

By Cities of over 25,000 Population* by Type of Tenure

	Total Number of Families	Occupying Own Premises		Occupying Rented Premises			Unspecified
		Owned and not Mortgaged	Owned but Mortgaged	House	Flat	Rooms	
NOVA SCOTIA							
Halifax							
September, 1937	923	2.8	0.1	10.5	7.8	77.3	1.5
September, 1936	1,414	3.3	0.6	8.9	18.5	68.4	0.3
QUEBEC							
Montreal							
September, 1937	21,633	0.5	0.3	2.0	78.5	17.1	1.6
September, 1936	32,025	0.6	0.6	12.1	77.9	8.6	0.2
Quebec							
September, 1937	2,137	0.3	0.2	1.1	76.4	17.8	4.2
September, 1936	3,438	0.1	0.2	0.3	88.2	10.9	0.3
Sherbrooke							
September, 1937	104	--	5.8	94.2	--	--	--
September, 1936	491	--	2.4	93.8	1.6	2.2	--
Three Rivers							
September, 1937	797	1.0	2.9	88.8	--	5.9	1.4
September, 1936	1,077	1.2	1.9	87.8	1.3	7.4	0.4
ONTARIO							
Brantford							
September, 1937	702	7.7	6.7	70.6	4.0	10.3	0.7
September, 1936	1,100	9.1	6.5	56.9	8.6	18.6	0.3
Fort William							
September, 1937	102	21.6	3.9	63.7	--	5.9	--
September, 1936	428	28.5	4.9	60.8	4.2	1.6	--
Hamilton							
September, 1937	1,959	2.8	4.9	55.8	13.3	22.2	1.0
September, 1936	3,830	2.6	5.5	58.3	13.1	20.3	0.2
Kitchener							
September, 1937	210	1.9	2.9	80.0	0.5	13.3	1.4
September, 1936	506	1.4	5.5	58.2	12.0	21.9	0.4
London							
September, 1937	794	3.3	4.7	47.4	0.8	43.7	0.1
September, 1936	1,093	3.6	6.4	57.4	4.6	27.5	0.5
Ottawa							
September, 1937	3,036	2.4	0.8	52.9	4.8	33.4	5.7
September, 1936	3,815	2.0	1.7	42.0	24.1	29.4	0.8
Toronto							
September, 1937	12,605	2.4	4.5	46.2	4.1	41.6	1.2
September, 1936	18,024	3.0	6.1	45.1	10.8	34.2	0.8
Windsor							
September, 1937	2,613	5.0	2.7	56.7	6.3	23.0	6.3
September, 1936	4,526	6.2	4.8	56.6	20.8	9.7	1.9
MANITOBA							
Winnipeg							
September, 1937	5,743	3.9	4.7	31.6	3.3	55.3	1.2
September, 1936	6.556	4.1	5.1	30.8	2.8	57.1	0.1
SASKATCHEWAN							
Regina							
September, 1937	2,223	10.9	6.4	50.5	2.7	29.3	0.2
September, 1936	2,229	10.8	7.9	50.6	4.5	26.0	0.2
Saskatoon							
September, 1937	1,236	15.9	5.7	58.7	0.5	17.4	1.8
September, 1936	1,154	15.1	7.8	57.2	5.3	14.2	0.4
ALBERTA							
Calgary							
September, 1937	2,496	8.8	2.7	22.9	1.5	59.0	5.1
September, 1936	2,767	9.3	4.1	32.5	6.8	47.1	0.2
Edmonton							
September, 1937	2,031	12.1	1.6	50.2	0.7	33.4	2.0
September, 1936	2,433	11.7	2.9	47.4	4.0	33.5	0.5
BRITISH COLUMBIA							
Burnaby							
September, 1937	979	37.7	8.8	48.7	0.5	4.1	0.2
September, 1936	1,159	41.7	7.9	43.7	0.7	5.8	0.2
Vancouver							
September, 1937	4,105	7.5	3.2	37.4	0.1	50.5	1.3
September, 1936	5,905	11.5	5.6	47.8	9.0	25.9	0.2
Victoria							
September, 1937	476	2.5	2.3	23.7	0.4	67.1	4.0
September, 1936	691	8.4	4.9	70.7	4.5	10.6	0.9

*Cities of over 25,000 population not distributing Material Aid in September are not included.

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E-XV TIME OF LAST CONTINUOUS SELF DEPENDENCE FROM PRESENT FARM YEAR OF TERMINATION OF MOST RECENT TWELVE MONTHS CONTINUOUS SELF-SUPPORT OF FARM RESIDENT OPERATORS (FARMERS) IN RECEIPT OF AGRICULTURAL AID[x] to which the Dominion contributed

From the September, 1937, Registration

Heads of Families Only	Total	PERCENTAGE REPORTED UNDER EACH YEAR									
		1937	1936	1935	1934	1933	1932	1931 or Earlier	Year Not Given but Previously Self-Dependent	Never Self-Dependent	No Information
Dominion	59,536	3.0	23.0	14.1	6.4	7.6	9.7	12.6	1.5	15.7	6.4
Prince Edward Island	23	-	-	26.1	4.3	43.6	4.3	4.3	-	17.4	-
°Nova Scotia	-	-	-	-	-	-	-	-	-	-	-
°New Brunswick	-	-	-	-	-	-	-	-	-	-	-
Quebec	564	-	1.4	2.0	3.2	3.0	1.4	1.2	0.2	55.0	32.6
Ontario	968	0.2	2.9	4.0	9.0	5.8	10.3	13.2	1.0	46.2	7.4
Manitoba	118	-	5.1	19.5	12.7	14.4	15.3	20.4	0.8	11.0	0.8
Saskatchewan	53,165	3.3	26.0	14.2	5.6	7.5	9.7	13.8	1.7	11.7	6.5
Alberta	3,485	2.8	13.3	23.0	14.1	11.6	12.9	4.0	0.8	13.1	2.4
British Columbia	1,213	0.2	2.9	1.7	2.5	3.4	4.9	8.5	0.2	75.3	0.4
Separation of Drought and Non-Drought Districts:											
Saskatchewan Drought	33,334	3.0	18.9	14.7	6.3	9.2	12.6	18.2	1.9	8.1	7.1
Non-Drought	19,831	4.0	46.6	12.9	3.7	2.4	1.2	1.5	1.0	21.9	4.8
Alberta Drought	2,356	3.5	15.4	27.3	14.1	14.1	15.6	1.4	0.9	5.3	2.4
Non-Drought	1,129	1.4	8.7	13.0	14.0	6.4	7.0	9.5	0.7	36.9	2.4
Individual Persons Only											
Dominion	8,399	3.3	21.4	15.1	6.6	8.1	9.4	12.4	2.2	13.1	8.4
Prince Edward Island	1	-	-	-	-	-	-	-	-	100	-
°Nova Scotia	-	-	-	-	-	-	-	-	-	-	-
°New Brunswick	-	-	-	-	-	-	-	-	-	-	-
Quebec	87	-	-	2.3	4.6	4.6	2.3	-	-	54.0	32.2
Ontario	231	-	4.3	3.5	8.7	7.8	8.7	13.4	0.9	44.9	7.8
Manitoba	8	-	12.5	-	25.0	25.0	12.5	25.0	-	-	-
Saskatchewan	7,245	3.7	25.1	16.4	5.3	7.5	8.7	13.9	2.5	7.9	9.0
Alberta	568	4.2	15.0	18.1	17.5	14.1	16.2	1.0	1.7	8.2	4.0
British Columbia	259	0.4	1.2	2.7	2.7	5.4	9.7	15.8	-	61.7	0.4
Separation of Drought and Non-Drought Districts:											
Saskatchewan Drought	4,543	3.3	21.5	16.7	5.4	8.4	9.8	15.9	2.8	6.6	9.6
Non-Drought	2,702	6.2	46.2	14.8	4.7	2.1	2.1	1.9	1.1	15.5	5.4
Alberta Drought	384	4.7	16.6	18.8	18.5	15.2	17.6	0.9	1.2	2.8	3.7
Non-Drought	184	2.0	8.1	15.2	14.1	9.1	10.1	1.0	4.0	31.3	5.1

NOTE: x. "TIME OF LAST CONTINUOUS SELF-DEPENDENCE" refers to year wherein last twelve months of self-support from present ferm, independent of public Aid, terminated.

o. Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

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E-XVI CONTINUOUS TIME ON AID[x]

FARM RESIDENT OPERATORS BY PERIODS OF CONTINUOUS TIME IN RECEIPT OF AGRICULTURAL AID to which the Dominion contributed

From the September, 1937, Registration

Heads of Families Only	Total	PERCENTAGE REPORTED UNDER EACH PERIOD							
		1 - 6 Months	7 - 12 Months	1 - 2 Years	2 - 3 Years	3 - 4 Years	4 - 5 Years	Over 5 Years	Unspecified
Dominion	59,536	27.3	20.9	16.8	6.5	4.7	3.2	4.1	16.5
Prince Edward Island	23	4.3	8.7	52.2	21.7	13.1	-	-	-
°Nova Scotia	-	-	-	-	-	-	-	-	-
°New Brunswick	-	-	-	-	-	-	-	-	-
Quebec	564	21.5	23.9	24.3	28.2	-	0.2	0.3	1.6
Ontario	968	28.4	14.3	13.6	12.6	6.5	6.6	7.0	11.0
Manitoba	118	30.5	19.5	23.7	7.6	7.6	2.6	1.7	6.8
Saskatchewan	53,165	27.9	20.5	16.8	5.7	4.2	3.1	3.8	18.0
Alberta	3,485	26.3	27.8	14.1	6.4	8.0	2.3	2.2	12.9
British Columbia	1,213	17.6	15.1	21.6	12.0	9.3	7.4	16.0	1.0
Separation of Drought and Non-Drought Districts:									
Saskatchewan									
Drought	33,334	20.1	23.6	20.9	4.9	4.3	4.0	4.9	17.3
Non-Drought	19,831	50.3	11.7	5.1	8.0	3.7	0.7	0.6	19.9
Alberta									
Drought	2,356	25.0	28.0	13.7	5.6	9.7	1.8	0.5	15.7
Non-Drought	1,129	28.9	27.4	14.9	8.2	4.3	3.4	5.9	7.0
Individual Persons Only									
Dominion	8,399	25.5	19.2	18.3	7.5	4.3	3.2	3.9	18.1
Prince Edward Island	1	-	-	100	-	-	-	-	-
°Nova Scotia	-	-	-	-	-	-	-	-	-
°New Brunswick	-	-	-	-	-	-	-	-	-
Quebec	87	20.7	13.8	24.1	40.3	-	-	-	1.1
Ontario	231	18.2	13.4	15.6	17.7	10.0	9.1	6.5	9.5
Manitoba	8	12.5	-	25.0	37.5	12.5	12.5	-	-
Saskatchewan	7,245	27.3	19.5	18.1	5.0	2.9	2.7	3.8	20.7
Alberta	568	23.8	23.8	16.5	8.9	9.9	2.7	0.7	13.7
British Columbia	259	8.9	10.8	25.6	21.3	10.5	8.5	13.2	1.2
Separation of Drought and Non-Drought Districts									
Saskatchewan									
Drought	4,543	24.1	20.3	20.0	5.1	3.0	2.9	4.4	20.2
Non-Drought	2,702	46.7	14.9	6.3	5.1	2.5	1.1	0.2	23.2
Alberta									
Drought	384	20.8	25.2	16.5	9.0	11.0	2.2	0.2	15.1
Non-Drought	184	36.4	17.8	16.8	8.4	5.6	4.7	2.8	7.5

NOTE: x. "CONTINUOUS TIME ON AID" refers to receipt of Aid during the period specified without any interruption of at least one calendar month.

o. Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

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W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

E-XVII CAUSES OF BEING ON AID
IN CASE OF FARM RESIDENT OPERATORS (FARMERS) IN RECEIPT OF AGRICULTURAL AID
to which the Dominion contributed

From the September, 1937, Registration
Heads of Families and Individuals Combined

By Provinces	Total Number	PERCENTAGE REPORTED UNDER EACH CAUSE											
		Drought	Hail	Frost	Rust	Insect Pests	Personal Illness	Loss of Stock by Disease	Insufficient Acreage Cleared	Insufficient Acreage in Farm	Not Long Enough Established	Other Cause	No Information
DOMINION	67,935	84.8	0.2	0.2	0.0	0.2	3.8	0.1	5.6	0.8	1.4	1.1	1.8
Prince Edward Island	24	-	-	-	-	-	70.9	-	20.8	-	-	8.3	-
X Nova Scotia	-	-	-	-	-	-	-	-	-	-	-	-	-
X New Brunswick	-	-	-	-	-	-	-	-	-	-	-	-	-
Quebec	651	0.2	0.8	2.8	-	0.2	64.4	0.3	12.6	2.8	2.8	9.4	3.7
Ontario	1,199	6.3	-	1.3	0.7	0.1	45.9	0.5	22.9	5.3	4.1	7.6	5.3
Manitoba	126	12.7	-	-	0.8	-	27.8	-	35.7	6.3	7.9	5.6	3.2
Saskatchewan	60,410	93.6	0.1	0.0	0.0	0.3	0.6	0.0	2.4	0.1	0.9	0.2	1.8
Alberta	4,053	80.2	0.9	0.5	-	-	2.3	0.1	11.2	0.8	2.0	1.2	0.8
British Columbia	1,472	2.9	-	1.1	-	0.2	17.4	1.3	43.8	12.2	8.1	12.5	0.5
Separation of Drought and Non-Drought Districts:													
Saskatchewan													
Drought	37,877	100	-	-	-	-	-	-	-	-	-	-	-
Non-Drought	22,533	73.7	0.5	0.1	0.0	1.1	2.3	0.1	9.8	0.5	3.8	0.9	7.2
Alberta													
Drought	2,740	100	-	-	-	-	-	-	-	-	-	-	-
Non-Drought	1,313	33.0	2.9	1.5	-	-	8.0	0.4	37.8	2.7	6.8	4.2	2.7

X NOTE: Nova Scotia reported no farmers on Aid; New Brunswick was not distributing Material Aid.

C137967

Appendix "D"

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PUBLIC ARCHIVES
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C 137968

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

INFORMATION SERVICE *July, 1937*

Unscrambling This Business of "Relief"

IN JUNE, 1936, there were in the Dominion of Canada 1,065,000 persons reported as being in receipt of direct "relief" provided jointly by the Dominion, the provinces, and the municipalities. For June, 1937, the authoritative estimate made by the Dominion Department of Labour with the co-operation of the provincial Governments is 932,000 persons in receipt of relief. The reduction during the year is encouraging but the total figure of 932,000 persons is not of much help in solving the critical problem of returning people to a self-supporting basis.

Who are Unemployed?

Are there 932,000 persons unemployed and in receipt of relief? By no means—not unless one is willing to speak of infants, school children, wives, farmers working from sunrise to sunset, and many groups incapable of employment as being *unemployed*. Certainly no one is going to attempt to find jobs for these groups. Under reasonable interpretation of the word, *unemployed*, only a small fraction of the 932,000 is to be so classed.

On the basis of analysis made during the year by the National Employment Commission, 27 per cent of the total was made up of farmers and their dependents (about two-thirds being dependents); 46 per cent were dependents of non-worker types, *i.e.*, housewives, children under sixteen, and aged persons; 5 per cent were reported as unemployable or of doubtful employability (an ultra-conservative figure); and only 22 per cent as employable persons. It is only the last group who can be classed as *unemployed;* they are the only ones in the total for whom jobs are to be found, probably at present less than 200,000. Even in this group there is a substantial number who are not strictly to be classed as unemployed since they have not previously supported themselves as wage-earners but have been workers "on their own", —fishermen, trappers, shopkeepers, operators of boarding houses, and others. We do not know, as yet, precisely how many there are in this group, but we know that of the total of 932,000 persons on "relief", distinctly *less than 22 per cent are really unemployed.*

Calling Things by Their Right Names

To this problem, if to anything, the rule "divide and conquer", applies. It is high time we started calling things by their right names. Of course, one does not change a condition by calling it by another name, but one cannot start to change it until different things are called by different names.

Let us reserve the term "*relief*" for its original meaning in this country, the help given by municipalities, with or without the assistance of the province, or by private agencies, to the indigent poor and unfortunate. Let us apply the term, *assistance*, to help given under pre-determined conditions to particular groups by separate statutes, such as Mothers' Allowances and Old Age Pensions. The term, *AID*, should be used to describe the type of help to which the Dominion contributes. If we are to see the divisions and the magnitude of the problem before us, we must further divide *AID* into *Unemployment AID* for those who are unemployed, *Occupational AID* for workers "on their own" who have lost their occupation or their earnings from it, and *Agricultural AID* for farmers who still have their farms and their occupation but, because of drought or other misfortune, are without income. It is desirable to indicate clearly whether the *AID* is *material*, *i.e.*, food, clothing, shelter, etc., or *work AID*, the provision of

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C 137969

special work, or *special projects AID*, training, reconditioning, and special rehabilitation help. The efforts of private philanthropy might well be given the term of *Voluntary Aid* which would clearly indicate their purpose is help of any form toward the alleviation of distress provided by a privately organized and administered charitable or benevolent organization.

Thus, what is now called indiscriminately and confusingly "relief" should be classified as follows:—

1. Public Aid—
   (Unemployment), (Material Aid),
   (Occupational), (Work Aid),
   (Agricultural), (Special Projects Aid).
2. Public Assistance—*e.g.*, Mothers' Allowances, Old Age Pensions.
3. Public Relief.
4. Voluntary Aid—Help of any kind provided by a privately organized service supported by voluntary contributions.

Distress may be alleviated by extending help to a person in his own home or ordinary place of abode in which case it can be described as "outdoor" or this help may be given by way of custodial or institutional care in which case it is designated as "indoor".

If we are content to pay out "relief" unintelligently without caring about the results, and without hope of its reduction, then there is no objection to mixing everything together into one unclassified mass and presenting the monotonously recurring bills, meticulously divided between municipalities, provinces, and Dominion, to the same set of taxpayers. But if we think that the answer to "relief" is the rehabilitation of people on a self-supporting basis, then we must divide our categories so that we may know to what ends our efforts must be directed.

Unemployment AID

Popularly "relief" is conceived to be "Unemployment Relief". Legally it is for the relief of "unemployment and agricultural distress". But that part which is paid because of unemployment is not limited to the unemployed. It is made to conform by rough standards to the need of the family. It is desirable that a community should help its unfortunate according to their need, but such *AID* as is given by reason of *unemployment* should be such as will make employment at normal wages for unskilled workers the more advantageous alternative. In nearly all communities "relief" allowances are varied with the size of the family. The result is that for large families above a certain size "relief" allowances are higher than prevailing wages. It is doubtless desirable that the needs of the large family should be met, but unemployment should not be made the medium of achieving such a condition. It is the simplest of common sense that unemployment aid should not be used as an alternative to decent wages but its payment should be limited to those genuinely unable to secure work. It should be fairly calculated so that it will be to the advantage of the unemployed to seek and accept employment. Aid to meet other conditions may be necessary but it should conform to some other basis.

Rehabilitation

There is another compelling reason for differentiating the groups to whom *AID* is being paid. Constructive policy requires that a major objective in the programmes of all Governments shall be *rehabilitation* of those now "on relief" in employment or gainful occupation. We need not delude ourselves with the comfortable theory that with the current rapid increase in employment, the unemployed are going to float back into employment as a beached boat might float on a rising tide; the boat is firmly stuck in the mud. The employability of those who were formerly employed has declined seriously during the depression. They have lost some of their skill, some of their morale, some of their physique, and most important for some of them, some of their youth. They are less desirable as employees than they were. There are others who have become of employable age since the depression began and are without training, experience or discipline. We face rising employment with a working force less skilled, more unskilled than previously. What surplus labour we have, is, with few exceptions, unskilled, and a good many are not to a high degree employable. A small beginning toward tackling this critical situation is the appropriation of $1,000,000 by the Dominion Parliament for youth training projects. Even this amount can be made the nucleus of an important co-operative effort on the part of Governments, industry, labour organizations, and welfare associations. But the beginning of all fruitful efforts at rehabilitation of those now "on relief" is the unscrambling of the "relief" business and the calling of things by their right names.

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CANADA

National Employment Commission
Information Service

~~137370~~ *July, 1937*

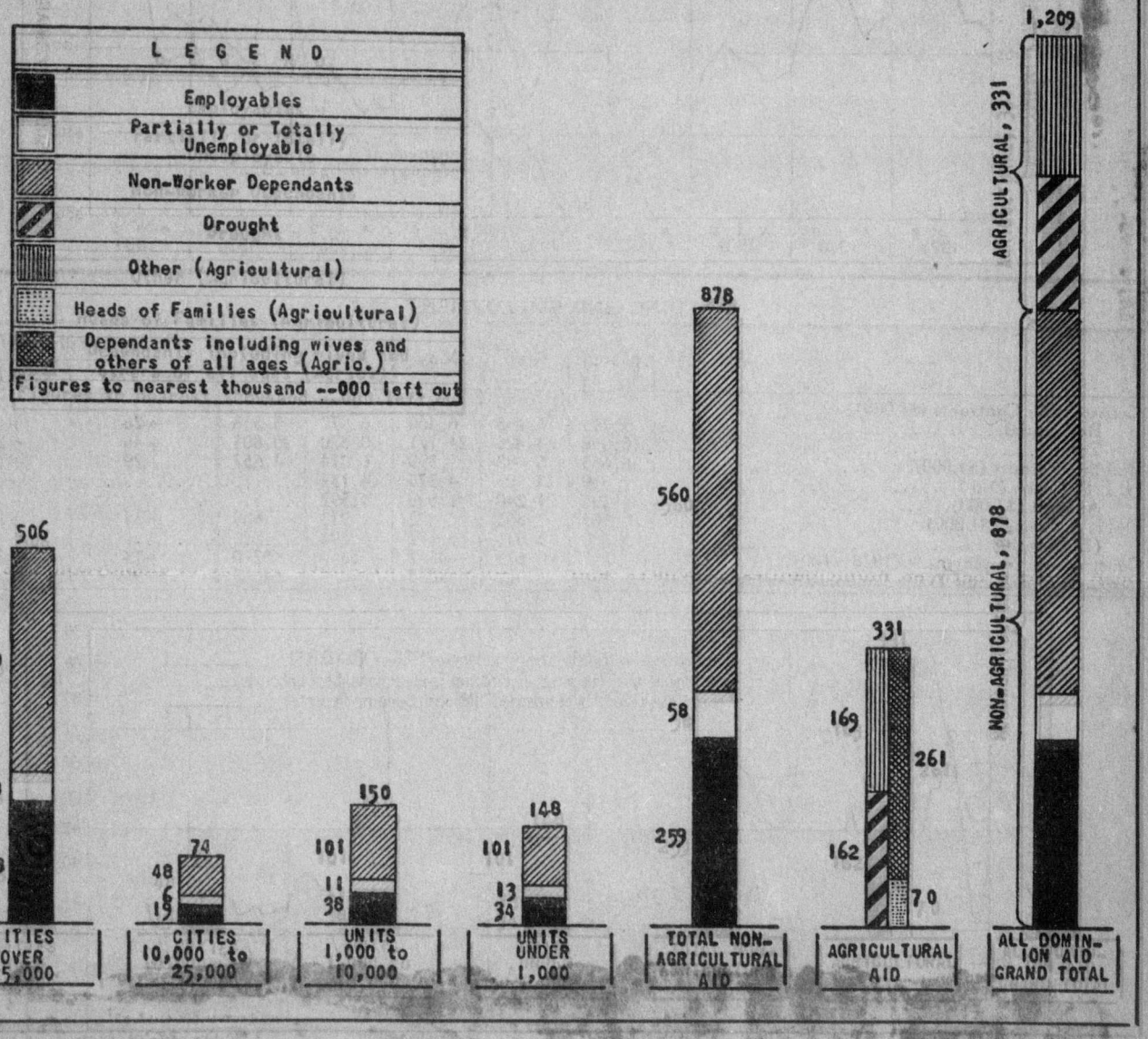
DISTRIBUTION OF PERSONS ON DOMINION AID, BY WORKER STATUS, AND TYPE OF LOCALITY

The chart below is based on registration figures for March, 1937. While the total of all persons including dependents receiving aid had, according to preliminary estimates, fallen by June to 932,000, the distribution as shown in the chart had not greatly changed, except that a higher proportion is now in the drought area.

In March, of 100 persons in receipt of aid 27 were on farms (6 were farm operators, 21 were dependents); 22 were fully employable persons; 5 were reported as either unemployable or of doubtful employability; and 46 were dependents of the non-worker type. The important point is that if the 22 employable persons become self-supporting by getting jobs, their dependents would also disappear from the "relief" rolls.

Looking at the chart another way, of 100 employable persons (non-agricultural group) receiving aid, 65 were in cities of 25,000 or over (23 in Montreal, 13 in Toronto, 5 in Vancouver, 4 in Winnipeg, 2 in Quebec City, 2 in Ottawa); 7 were in cites from 10,000 to 25,000; 15 in towns and villages from 1,000 to 10,000 and 13 in smaller communities.

Of 100 persons (including dependents) drawing agricultural aid, in round figures, 49 were in the prairie drought areas, 24 in the non-drought areas of the Prairie Provinces; 16 in Quebec; 8 in Ontario; 3 in British Columbia. None were reported from New Brunswick or Nova Scotia and only a fraction of one per cent from Prince Edward Island. Of those in Quebec, Ontario and British Columbia the greatest number were in colonization areas.



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C 137970-a

PERSONS IN RECEIPT OF AID TO WHICH THE DOMINION CONTRIBUTES

1937	Employable	Unemployable or Doubtful	Non-Worker Dependents	Total of Preceding	Farm Operators and Dependents	Grand Total
February	260,393	58,457	560,433	879,283	328,176	1,207,459
March	259,480	58,261	560,402	878,143	330,759	1,208,902
Change	−913	−196	−31	−1,140	+2,583	+1,443
Feb. to March	−0·3%	−0·3%		−0·1%	+0·8%	+0·1%



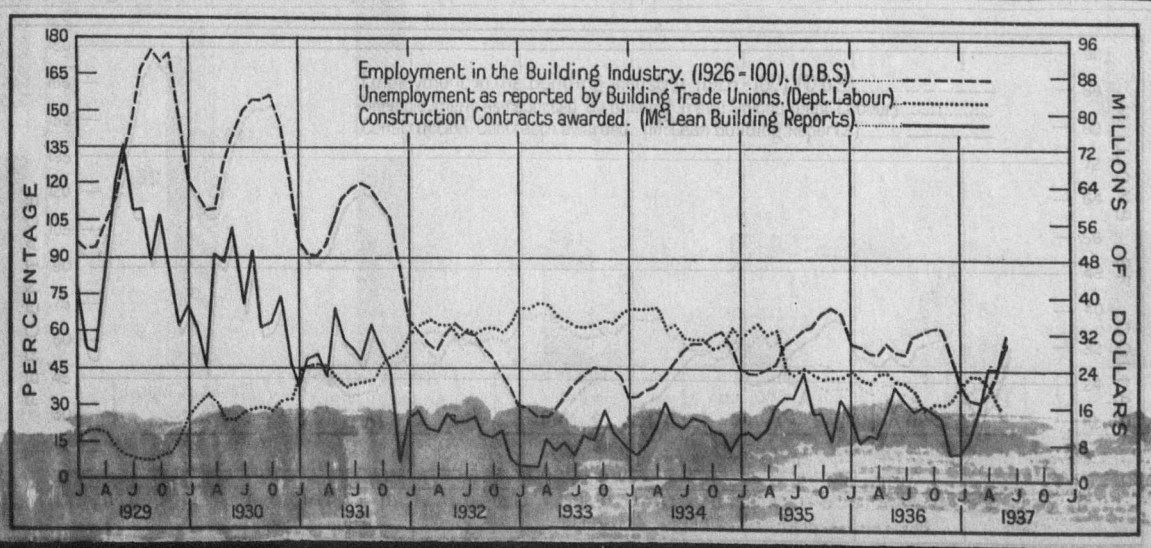
AID RECIPIENTS, UNEMPLOYMENT AND EMPLOYMENT 1937

—	March	April	May	June	June, 1936	Percentage change from Last Year	Percentage change from Last Month
Estimated Numbers Receiving Aid (thousands)	1,208	1,181	1,118	929	1,065	−13%	−16%
Per Cent Trade Unionists Unemployed	13·7	12·9	11·1	9·5	14·8	−36%	−14%
Estimated Wage Earners Unemployed (thousands)	519	481	375	.....	512	−27%	−22%
Employment 1926=100	102·8	103·0	106·3	114·3	102·0	+12%	+ 8%

*May, 1936.

BUILDING AND EMPLOYMENT, 1937

—	March	April	May	June	June, 1936	Percentage change from Last Year	Percentage change from Last Month
Construction Contracts ($1,000)—							
Residential	3,715	6,435	6,460	6,977	5,518	+26	+ 8
Total	16,058	24,426	24,171	30,370	20,803	+46	+26
Building Permits ($1,000)	6,655	6,098	5,399	6,014	4,657	+29	+11
H. I. P. Loans (No.)	1,549	3,303	4,375	4,132	.....	.....	− 6
Amount ($1,000)	598	1,240	1,606	1,592	.....	.....	− 1
D. H. A. Loans ($1,000)	507	865	822	913	689	+33	+11
(12 Months) to	5,389	5,831	6,372	6,596	.....	.....	+ 3·5
Construction Employment (1926=100)	32·7	36·3	45·2	58·7	52·0	+13	+30
Per Cent of Building Trade Unionists Unemployed	43·0	39·1	30·8	26·4	40·5	−35	−14



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C. 137970

APPENDIX "D"

Periodical Information Service

Due to the demand for information regarding the studies and work of the Commission, it was decided to issue a bulletin at periodic intervals containing short articles on different aspects of the Commission's policy.

The subject matter of the six issues already made from July, 1937, is reported in this appendix.

PERSONS IN RECEIPT OF AID TO WHICH THE DOMINION CONTRIBUTES C 137970-eg

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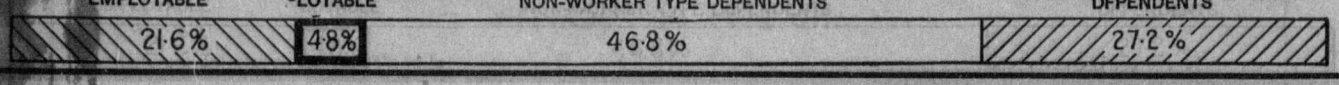

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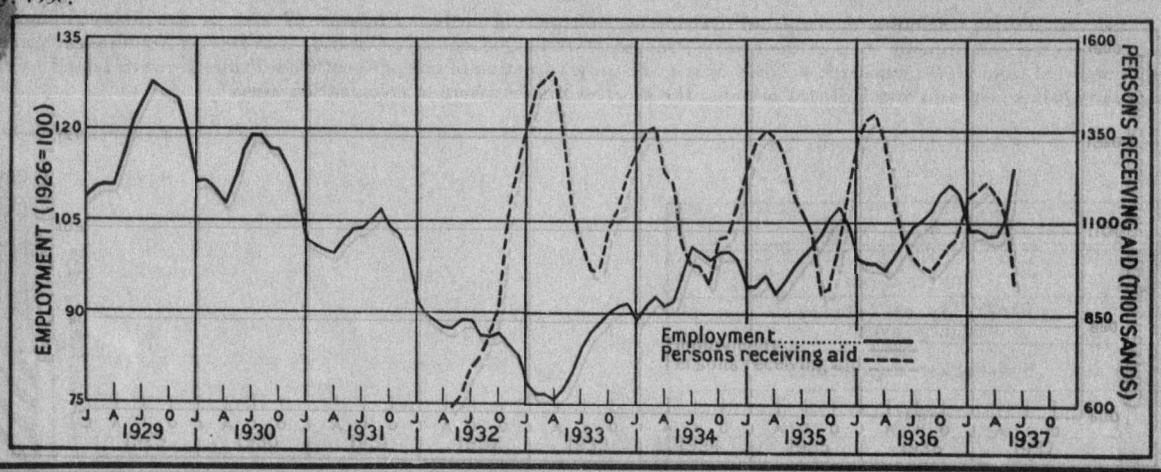

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C 137971

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

NUMBER 2 INFORMATION SERVICE *August, 1937*

Why Registration?

LAST September the National Employment Commission undertook a country-wide registration of all those receiving aid to which the Dominion contributed, commonly referred to as "relief".

Why was this done?

Because the Commission found very little *accurate detailed* information about relief recipients in existence; because any aggressive attack on unemployment to be real and constructive must be based on known facts; and finally because the Commission had as one of its statutory functions to advise the Government in respect to the expenditure of the millions of dollars appropriated annually to aid the Provinces and Municipalities in meeting the cost of "relief".

Before presuming to advise on spending such large sums of money it was necessary to know everything that was practically ascertainable about the subject. Registration was simply switching on the light so that the problem could be looked at a bit more closely.

Building the Machine

Starting from scratch, registration, the mere mechanics of it, was no small task. Questionnaires in the most simple form had to be devised. This was done. Staff and machinery to extract the required information was necessary. It was organized. Co-operation of nine Provincial Governments and nearly 2,000 local relief officers was obtained. As the months go by initial difficulties have been overcome enabling the machine to operate more efficiently and thus reducing the "time lag" in getting returns to the Commission. The re-registration arranged for next month, will, therefore, be a swifter, smoother business than that of last September. By it annual comparable data will be provided on work experience, employability, type of dependents, etc., all of which was obtained by the first registration but which cannot be recorded from the reports of "ons" and "offs" which have been furnished the Commission each subsequent month. All other information sought by the first registration will be brought up to date.

What Do We Gain?

Are we gaining anything from the registration? Most decidedly, yes. Among other things, standardization of returns has assisted local officers in keeping their lists clear of those not entitled to public aid. Others, shown to be definitely unemployable have been transferred to more appropriate and permanent types of assistance and social care. In short, registration has made possible a much clearer analysis of the whole problem of dependency.

What Registration Revealed

What are some of the things which have been revealed? Why are they valuable? Both fair questions. In addition to reducing the total of persons referred to vaguely as being "on relief" to classes which can be understood readily, registration furnished facts essential in the practical handling of the problem. It showed how much of the problem was attributable to agricultural distress and what proportion was really affected by unemployment. Again, it disclosed how many in the non-agricultural group, receiving aid, were employable—could actually work if given jobs. It told the number of wives, children, old people and others dependent upon employable persons. The type of work which these employables had done before running on the rocks of unemployment was discovered and noted, and the numbers of youths who had never had the chance to work. Isn't it important to know what a man or woman has been trained to do as the basis on which to plan to find them jobs?

Location and Age

Geographically speaking, National registration made known where unemployment was greatest and where lightest. It gave knowledge of the exact extent of the concentration of employable unemployed and their dependents in great cities. Treatment of such a problem obviously necessitated a different technique than if they were scattered evenly across the country.

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Then there was the important question of age and sex classification. The problem of dealing with the unemployed young man or woman aged sixteen to twenty-five is far different from that of handling the next age group from twenty-six to forty-five. From the registration the Commission has established five age classifications into which the employable persons are divided; each of which demands different treatment. For those between the ages of sixteen and twenty-five, youth training plans, now sponsored by the Dominion government and adopted in many provinces, were recommended. Registration provided the information as to the numbers in each group and their sex, and other essential information on which the Commission's recommendations have been based.

Registration is not designed for the mere purpose of gathering statistics for reference purposes. It is a practical means of finding out what is best to be done to meet varying requirements of those in need. Without such information public money cannot be efficiently expended to give the greatest benefit. Neither can plans be developed to restore those capable of employment, or re-employment, to a self-supporting basis.

A Means to An End

Registration, therefore, is not an end in itself, but merely the essential machinery to accomplish the desired object of reducing the tax payer's burden, while, at the same time, meeting the legitimate needs of those requiring aid from public funds.

Interim Report

An interim report covering activities of the National Employment Commission since its appointment in June, 1936, was issued on August 18. It sets forth the situation as the Commission saw it on taking office, and recommendations made for dealing with immediate and urgent problems.

The Commission saw:

A vigorous increase in Canadian employment soundly based on expanding exports at improved prices and on renewed investment of capital.

Certain "spots" in which recovery lagged badly or was absent altogether, viz.: in agriculture, by reason of persistent drought, and in the construction industry where capital was particularly timid.

Agencies of re-employment, such as the Employment Service, unco-ordinated, dealing chiefly with relief labour, and ill-equipped to serve the general body of employers and employees.

A system of Aid, to which the Dominion contributed, which had developed without adequate regard for the causes of the distress relieved and with insufficient safeguards, and which in consequence tended to discourage rather than to encourage re-employment.

A fluctuating and expensive policy of public works for providing employment.

A progressive deterioration in the employability of those in the receipt of Aid and a growing concentration of the problem in terms of the larger urban centres, the unskilled workers, and the older age groups.

An emergency winter problem of single homeless adults for whom seasonal employment had not improved sufficiently and who tended to concentrate in urban areas.

The Commission recommended:

A comprehensive housing policy, embracing the Home Improvement Plan and assistance to low-rental housing, to stimulate employment in the field in which it lagged most.

Thorough re-organization and extension of the Employment Service, under unified Dominion administration, to increase the efficiency of placement.

A revision of the system of Dominion grants-in-aid with the object of ensuring that Aid was not given haphazardly but in terms of the causes of distress and as part of a co-operative Dominion-Provincial-Municipal program for moving people back to a self-supporting basis.

A Dominion-Provincial program of reconditioning, training, and re-training of needy persons, both by public schemes and in co-operation with industry, so that the morale, skill and general employability of workers of all ages might be increased.

A curtailment of public works for the purpose of providing employment so as to relieve the public exchequer and release funds for more effective and fundamental attacks on the problem of unemployment.

And finally, as a temporary expedient, a farm placement plan and supplementary plans to meet the emergency winter problem and under which, when put into force, upwards of 50,000 persons were cared for.

A limited number of copies of the report are obtainable from the National Employment Commission, Ottawa.

C 137973

National Employment Commission
Information Service
August, 1937

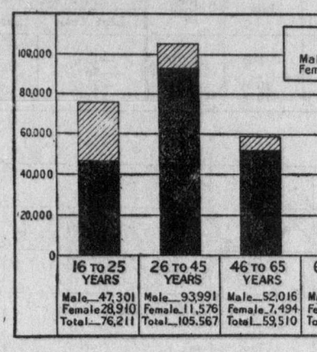
EMPLOYABLES IN RECEIPT OF AID TO WHICH THE DOMINION GOVERNMENT CONTRIBUTES

Classification by Age and Sex

A glance at the chart below shows the age group from 26 to 45 to be much larger than any of the others. This group includes a far greater number of persons with family responsibilities, who are consequently less able to stand the strain of unemployment without public aid, than the 16 to 25 group. In this age group, 26 to 45, and to a lesser degree in that 46 to 65, is to be found the great bulk of those who through long periods of unemployment have lost in varying degrees their former skill and aptitude. Here, therefore, is found the field for short term intensive retraining projects designed to fully restore their employability.

The average period on aid is much less in the 16 to 25 group. This, no doubt, is partly due to the fact that a large number are females, a large proportion of whom, according to census statistics, marry before the age of 25 and are thus removed from the lists.

All figures are for April, 1937.



PROVINCE	16 TO 25 YEARS		26 TO 45 YEARS		46 TO 65 YEARS		66 TO 70 YEARS		OVER 70 YEARS		NO AGE GIVEN		TOTAL	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
PRINCE EDWARD I.	140	92	69	26	22	17	Nil	1	Nil	Nil			231	136
NOVA SCOTIA	1,192	606	1,189	256	835	169	97	15	(6) 7	(1) 1			3,626	1,048
NEW BRUNSWICK	New Brunswick reported that the province had substituted works projects for aid at April 1st hence figures for New Brunswick are not included													
QUEBEC	17,767	12,358	34,727	4,291	16,421	2,505	771	95	(3) 100	(1) 14			69,793	19,264
ONTARIO	15,329	9,120	28,396	4,338	17,024	3,320	1,210	309	(3) 75	(6) 34			62,068	17,131
MANITOBA	3,507	1,985	8,855	834	5,307	408	179	11	(1) 8	1			17,859	3,239
SASKATCHEWAN	2,121	1,600	4,407	581	2,339	362	98	33	(6) 22	(2) 6			8,997	2,585
ALBERTA	2,763	1,166	7,758	516	3,784	244	172	17	(3) 8	(1) 1			14,492	1,948
BRITISH COLUMBIA	4,492	1,983	8,290	734	6,284	469	292	30	(3) 21	(1) 3			19,386	3,220
DOMINION	47,301	28,910	93,991	11,576	52,016	7,494	2,819	511	(24) 240	(6) 60			196,452	48,571

Classification by Former Occupation

This classification, like the one above, comprises only those reported employable as shown in the first column of Table Number I on page 4. It does not include farm operators and their dependents receiving agricultural aid for subsistence.

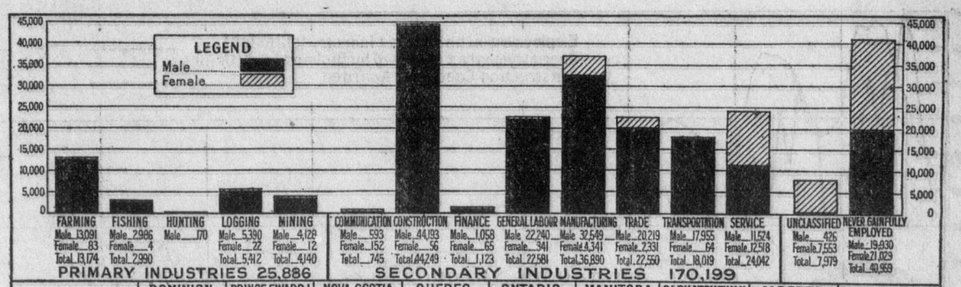
The first bar (farming) refers to those who work as wage-earners on farms, and does not include operators and their dependents as set out in column 5 of the first table on page 4.

The construction industry, according to April figures, accounted for the major group being roughly distributed by provinces as follows: Ontario, 13,447; Quebec, 18,946; Manitoba, 3,719; Saskatchewan, 1,201; Alberta, 2,522; British Columbia, 3,873; Nova Scotia, 532; Prince Edward Island, 9. In the case of New Brunswick the Dominion is contributing to works projects instead of aid, so no figures are included.

The construction group was followed closely by manufacturing, the provincial distribution of which was as follows: Ontario, 16,894; Quebec, 12,758; Manitoba, 1,828; Saskatchewan, 823; Alberta, 1,386; British Columbia, 2,867; Nova Scotia, 330; Prince Edward Island, 4.

The "never gainfully employed" are to be found in age groups from 16 to 25 and are, generally speaking, those who have secured no employment subsequent to finishing their education. It is this group which will be affected chiefly by plans for youth training for which Parliament voted $1,000,000 at its last session to be expended on a 50-50 basis with the provinces.

Fishing and hunting classifications, and to a lesser extent logging were made up of those who to a great extent worked "on their own" and were thus not wage earners.



	DOMINION		PRINCE EDWARD I.		NOVA SCOTIA		QUEBEC		ONTARIO		MANITOBA		SASKATCHEWAN		ALBERTA		BRITISH COLUMBIA	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
PRIMARY INDUSTRIES	25,765	121	85	Nil	796	2	5,443	26	4,750	26	2,595	13	2,063	21	4,746	8	5,287	25
SECONDARY INDUSTRIES	150,331	19,868	29	19	2,421	605	56,028	7,378	40,960	7,063	14,393	2,097	5,794	543	8,963	975	12,743	1,188
UNCLASSIFIED	426	7,553	Nil	28	21	49	92	2,209	213	3,589	32	152	12	725	10	226	46	575
NEVER GAINFULLY EMPLOYED	19,930	21,029	117	89	388	392	8,230	9,651	7,145	6,453	839	977	1,128	1,296	773	739	1,310	1,432
TOTAL	196,452	48,571	231	136	3,626	1,048	69,793	19,264	62,068	17,131	17,859	3,239	8,997	2,585	14,492	1,948	19,386	3,220

NOTE:— New Brunswick reported that the province had substituted works projects for aid at April 1st hence figures for New Brunswick are not included.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

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CANADA

C 137974

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

NUMBER 3. INFORMATION SERVICE *September, 1937*

The Immediate Need

THE demand for trained help—"Experienced help wanted!"—is becoming more insistent. It will continue to be heard in increasing volume as industrial expansion continues. Emphasis will be laid on the word "*Experienced.*"

"Have you any training?" "What have you worked at?"

Questions such as these will assuredly be put to the unemployed man or woman when he or she applies for a job. Unless something is done about it they may prove pretty difficult hurdles for those who have been out of work for years.

A Matter of Urgency

The urgency of training so that the unemployed may be ready and able to take advantage of employment opportunities as they arise, is becoming increasingly apparent from day to day. Indeed, close examination of the situation strengthens the conviction that training and reconditioning must be proceeded with *at once.* Otherwise the jam of "relief" may not be dislodged even though better times bring increased opportunities for work.

The man without training is seriously handicapped in the search for employment. This is a general statement with a universal application. No matter what the activity or calling, the experienced man, the trained worker, is preferred. Around the skilled worker, industry revolves.

The Man That's Left Behind

The Dominion census of 1931 presented some arresting figures. It revealed the fact that 55 per cent of all male wage-earners at that time were unskilled or semi-skilled and this class contributed 71 per cent of all such workers unemployed. Obviously years of depression have exaggerated the situation. Many of the young men and women who ended their schooling during these years have never worked. Older workers, prevented by circumstances from continuing the use of tools and exercise of skill in their usual occupations, cannot now pick them up with all the old facility and sureness.

More than this—in spite of depression the world has moved on. New materials are constantly being developed and utilized. New tools to work with the new materials, as well as old, have been devised. They are now in constant use. The workman, who has been for years unable to obtain work, cannot efficiently use the new tools and machinery—unless he is trained to do so.

It is recognized, not only in Canada but in other countries, that an adequate group of skilled workers is required if the unskilled are to be absorbed in industry. An industry with a sufficient number of skilled workers can operate, the semi-skilled and unskilled gaining experience and training as it goes on. But without the core of skilled workers it cannot function at all. Thus the unskilled, who are not given the advantages of training, wait in vain for employment opportunities. Present day demands are for skilled or semi-skilled labour, and many of the unemployed would be absorbed more rapidly into employment if they were trained or competent to perform more than one operation in mass production industries. These demands in past years were met by immigration, but of late years the tendency has been towards an emigration of skilled workers from Canada rather than an immigration into this country.

Retraining Essential

As repeatedly emphasized by the National Employment Commission retraining and reconditioning of Canada's unemployed for employment is an imperative need. In the last issue of this bulletin it was shown that approximately 46 per cent of those on aid and employable were in the age group from 26 to 45 inclusive. Many of these had previously worked in positions demanding skill. But that was years ago and their use and value in industry consequently has been much reduced.

Development of well-thought-out and consistent programs, suitable to local conditions, for increasing the employability of the unemployed is all-important. Such plans should be calculated to recapture the skill, physical fitness, morale and general self-respect of the unemployed, which may have been stolen from them by years of idleness. Without them men and women are unable to take advantage of many jobs that become available with improved conditions.

How can this essential training and reconditioning be provided?

Can the employer afford to do it on anything like the scale required? It seems obvious that he cannot.

Can the unemployed man find opportunity without assistance? Again the answer must be in the negative.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 197, pages C137403-C138035)

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CANADA

C137975

Here is a field in which Governmental leadership and assistance is essential.

Recommendations to the Government by the National Employment Commission included not only provisions for the training of youth but also for retraining those in the upper age groups. Based on these recommendations Parliament voted one million dollars to be devoted to youth training only. This was a step in the right direction. But it is only one step, and it deals with only one category. Young men and women between 16 and 30 will benefit from the various programs resulting from this action. So far, however, nothing has been done to provide for retraining or reconditioning those in the age brackets above 30.

Only Youth Training Thus Far

The Dominion Government's action in taking the initiative for youth training and reconditioning has met with public approval. The larger problem of training older men and women now demands similar general support and co-operation. A full-blooded program for restoring the physique, morale and skill of the older workers on relief or in necessitous circumstances through unemployment should be initiated.

Plans should be developed locally because needs differ in different localities, and conditions are at variance in one part of this great country from those in others. Governments, Dominion, provincial, municipal, should co-operate with industry and the community generally in the work. Vigorous action is needed to meet the situation.

Giving Youth Its Chance

What is the "youth problem"?

The National Employment Commission's registration furnished some interesting information on the youth problem. Additional light was thrown on it by investigations of the Commission's Youth Employment Committee.

The last Dominion census showed that 871,000 or approximately 30 per cent of Canada's 2,500,000 wage-earners were between 16 and 25 years of age. About 29 per cent of all wage earners then idle were in this age-group.

Registration totals for September, 1936, show that the number of young persons from 16 to 25 years of age on aid (other than those on agricultural aid) was about 67,400. This figure includes a small percentage who, for physical or mental reasons, may be totally unemployable or of doubtful employability. It divides into three major categories: 12,500 reported as being heads of families; 3,800 as individuals "on their own"; and 51,100 as dependents. Of this latter number, only 14,500 had been previously employed, though out of work at the time of registration, while 36,600 were reported as never having been in gainful employment.

Now, with $2,000,000 made available to be spent during the current fiscal year, $1,000,000 voted by Parliament and an additional $1,000,000 to be provided on a dollar-for-dollar basis by the participating provinces, the door of opportunity begins to swing open again.

Thus far youth training agreements have been entered into with six of the nine Provinces. Those which have come in are Manitoba, Saskatchewan, Alberta, British Columbia, Ontario and Nova Scotia. Negotiations are proceeding with Quebec, and proposals have been submitted by Prince Edward Island and New Brunswick.

The National Employment Commission realized the paramount need for *elasticity* in connection with general conditions governing grants to the provinces. The Dominion Government was also quick to see this. There were no fixed, hard-and-fast rules. Generally speaking, it was stipulated that Dominion money must be spent on projects designed to train, develop and strengthen young men and women from 16 to 30 years of age, so as to fit them for jobs. Projects which tended to build strong, healthy bodies as well as skilful hands and alert brains, were welcome.

What has been the result of this elasticity in conditions?

The Provinces have been left free to initiate and sponsor projects indigenous to them. Thus in British Columbia, land of great mountains, woods and fast-running streams, young men are being trained in forest conservation and placer mining. Away across on the Atlantic, sons of Nova Scotia miners are being given instruction in hard-rock mining. Ontario, with her industrial, as well as large rural areas, has a plan which embraces many different activities. As a result of the agreement, impetus will be given to apprenticeship plans. Also under learnership schemes, as distinguished from apprenticeship plans, many young men will go into Ontario factories to learn, in a short period, something of their operations. Agreements with Alberta, Saskatchewan and Manitoba naturally emphasize projects for agricultural training.

For young women, plans approved are directed from two different points. To begin with, a number of the Provinces have submitted projects for training young women in domestic service. But this training is designed, not only to develop proficiency in housekeeping. It is calculated to raise the status of domestic workers—to give domestic service an importance and distinction which it deserves. These plans recognize the openings for domestic service and the value of training young women to fill these.

The second approach is from the angle of making young women self-sustaining. Courses which will develop part-time occupations among women are sponsored. Care of children, catering, canning and home sewing are among the fields to be covered with special adaptations to suit 'rural and suburban homes, such as poultry-keeping, gardening, bee-keeping and other activities.

Finally, it should be remembered that the present youth training and reconditioning plans are, as it were, on trial. Money has been made available for trying out various projects with a view to ascertaining those most effective in achieving the desired end. Development of plans for the future will depend on the success of those now being carried through.

C137976

EXTENT OF THE APPLICATION OF APPRENTICESHIP PLANS AS INDICATED BY REPORTS FROM 7,725 FIRMS REPRESENTING ABOUT ONE-HALF OF CANADIAN INDUSTRY

The two charts appearing on this page are designed to indicate the scope and nature of the apprenticeship plans actually in effect throughout Canada. They are based on information gathered from 7,725 firms which reported to the National Employment Commission. These are the firms employing about 15 or more persons, which report regularly to the Dominion Bureau of Statistics and represent roughly about one-half of Canadian industry.

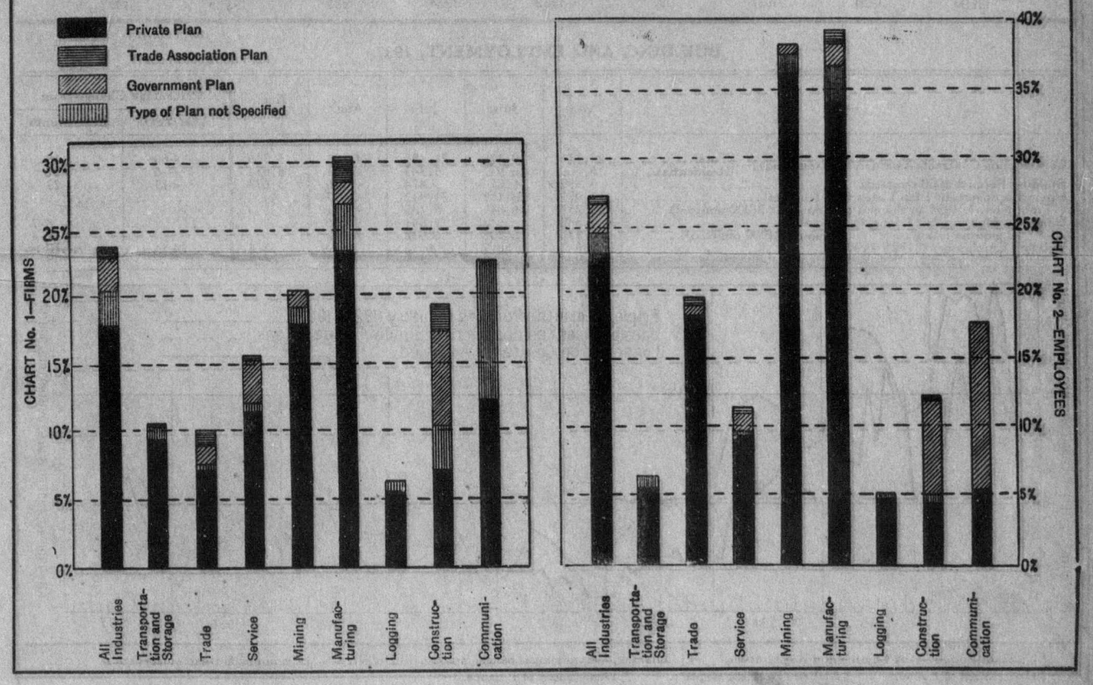
Reports from these firms show that only 1,859 of them, or 24·1 per cent of the total number reporting, had in operation apprenticeship plans of any kind. Out of a total of 1,028,750 employees of the 7,725 firms, 280,562 worked for those having apprenticeship plans in effect.

Obviously, the number of employees of firms having plans does not give any index to the extent of apprenticeship within the particular concerns, because firms dealt with comprise all those with plans applying to their employees either in whole or in part. No inquiry was made as to the exact number of apprentices employed when this information was gathered.

Chart No. 1 gives a clear idea of the percentage of firms which have apprenticeship plans and the industrial groups reporting them. The predominance of the private plan, as compared with Government, Trade Associations, or unspecified plans, is clearly revealed. Manufacturing organizations are in the lead as far as apprenticeship effort goes, with the communication and mining industries next in order. The construction industry follows. About 30 per cent of firms in the manufacturing industry reported having apprenticeship plans.

This chart indicates that firms reporting private plans are 74 per cent of the 1859 which reported apprenticeship plans. Firms reporting trade association plans are 11·1 per cent, Government plans 9 per cent, and unspecified plans 5 per cent. The low percentage of those operating Government plans may be accounted for by the fact that only to a limited extent are such plans provided for in the respective Provinces by legislation. Even where this is the case they are restricted to specified occupations, predominantly the building trades.

Chart No. 2 gives the same picture from the angle of the employees. It shows, for instance, that the 30 per cent of firms in the manufacturing industry operating apprenticeship plans employ approximately 40 per cent of the total number of workers engaged in that industry. Similarly the 20 per cent of firms in the mining industry with apprenticeship plans employ roughly 38 per cent of the workers engaged by firms reporting in the mining category.



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C 137977

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

NUMBER 4 — INFORMATION SERVICE — *October, 1937*

Lost Residence

FEW phases of unemployment have caused as much confusion as the problem of the "transient" and the "homeless". These terms have become practically synonymous, when persons to whom they refer may be in quite different categories and *neither "transient" nor "homeless."* The person with "no home" has become confused with the person with no "legal residence," or with legal residence elsewhere than the place where AID is sought. These are two distinct problems, one that of non-residence in the place in which need arises, (a technical and legal question)—and the other "homelessness", (a question of social need and care).

Residence provisions to qualify as a voter, for hospitalization, school privileges for children, or help in time of need are often different. These form a very old part of our social legislation and were evolved to protect communities from the movements of potential or actual dependents from one centre to another, and to encourage or establish a reasonable stability in community life. Definitions of legal residence vary markedly, not only from Province to Province but even among municipalities in the same Province.

Not Necessarily Transients

Families or individuals not able to establish legal residence as now defined in the centre in which AID is sought should not necessarily be classified as "transient" or "wandering." The cause may be that a move has been made in genuine search for work; employment may not have lasted long enough to establish residence; the change may have been an endeavour to get back home or into a familiar neighbourhood again; ill-luck, sickness, or shortage of funds may have halted men or family short of their destination. Or, of course, the case may be one in which the inability to establish residence is directly due to wanderlust, or to an endeavour, on the part of the family unit particularly, to locate in an area with "better relief," or with less rigorous climatic or living conditions.

National Development Necessitates Mobility of Labour

The problem of non-residence occurs more widely among self-dependent men "on their own." Development of Canada's resources demands a large supply of vigorous, mobile labour. A shifting labour reserve, without definite residence, while aggravated in recent years by lack of opportunity for gainful occupation, is not only a natural but almost an essential feature of production in this country. Our great primary activities, along with closely allied secondary industries, employ almost half of the gainfully occupied population, the overwhelming percentage of whom are unskilled or semi-skilled wage earners. As such they are dependent for gainful occupation upon circumstances quite outside their own control. In many cases their occupations are seasonal and carried on in the isolation of frontier or "new" country. These men must move with employment demands, or lack of the same, and thus have not a free choice as to their place of residence. It is practically impossible for a man in this category to establish residence anywhere. Although he may have five or ten years' history of almost continuous employment it may be spread over widely different occupations in varying localities, one place in summer, another in winter, and so, when idle, he keeps "moving on" in search of work, always hoping that somewhere the job he finds will last long enough to let him get "settled."

Thousands of these men have a legal residence claim somewhere, and the object should be to have this recognized and ensure "non-resident" families and men care on some reciprocal basis, and also that residence will not be lost in one place before being established in another.

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C137978

To see what this problem really is in extent and nature, registration and classification is essential.

Factors Creating Migrancy

Preliminary examination has shown that the difficulty in establishing legal residence is a greater factor in this migrancy problem than any urge on the part of the men themselves to move on. It would also appear that well over one-half of these men are not "transients" in the accepted sense. They are not even "non-residents." Though without actual homes of their own, they have definite claims as *local residents* somewhere. Another 25 per cent to 30 per cent may not be able to claim this local residence, but are quite able to show they are *provincial residents* in some one Province, having worked and lived within its boundaries over a reasonable period of time. At least half of the balance, while not able to show local or provincial residence, can establish themselves as *inter-provincial residents*, inasmuch as they have lived and worked in different provinces of Canada over a period of years. Finally, a shifting total, the true migrants, or non-resident transients, emerge. These are the Canadian-born and those who have come from other lands who, because of moving back and forth across Dominion boundaries, cannot establish fair continuity of residence anywhere.

In the depth of recent winters, this whole volume seems to have fluctuated between 85,000 and 100,000, where it stood in January of this year, including those placed on farms. In June 1937 the N.E.C. registration indicates that it stood at 32,650 urban, 6,500 rural male workers, registered in some centre, to which there should be added no fewer than 7,000 on works projects and possibly 5,000 of the shifting wandering group.

The two distinct phases of this problem should each be dealt with for what it is:—

Establishment of Residence

In respect to the first—the legal, technical problem of residence, the Commission recommended:—

1. Establishment of definitions of residence on a comparable basis all across Canada.

2. Reciprocal basis of maintenance and reimbursement among different units of administration in respect to those aided in a unit other than their own.

3. Equitable apportionment of maintenance costs, and agreement on conditions for establishment of local residence for provincial and inter-provincial residents and for migrants.

4. Establishment of central bureaux for the "clearing" of non-resident and migrant applications in certain large centres of known concentration.

As to the second—the social need, this can be effectively dealt with only when essential records of the movement have been obtained. Analyses made by the Commission on such information as could be gathered show there are

Social Need and how to Meet it

three distinct groups to be dealt with. The Youth group largely under 25 years of age,—numbers of these, having wandered away from home to find change and excitement on highway, rail and "jungle," have drifted into an aimless, frustrated indifference if not open lawlessness.

The "middle" group, from 26 to 55 years of age, the bulk of whom are from 28 to 40, is generally unskilled but with a past work record, usually in heavy labour of a seasonal nature.

The third group, including those in the older classes and younger men "burned out" or "broken down", numbers perhaps one-third of the whole. The greater number of these are unlikely ever to obtain permanent self-supporting occupation again. The majority in this group have local residence, living in urban hostels or on AID in urban centres with a few on their own farms.

Unfortunately, this third group is being recruited steadily from the second, as long idleness corrodes into unemployability. It is in this middle group that so many of the men with provincial and inter-provincial residence are found, and it is among them that the ceaseless weary trek for work and a chance to establish residence is most persistent; that the need for maintaining or attaining "work skill" is most urgent.

Among the youngest group, there are found too, many of the interprovincial residents, and many genuinely searching for gainful occupation, pathetically anxious to get training, experience or "any chance at all."

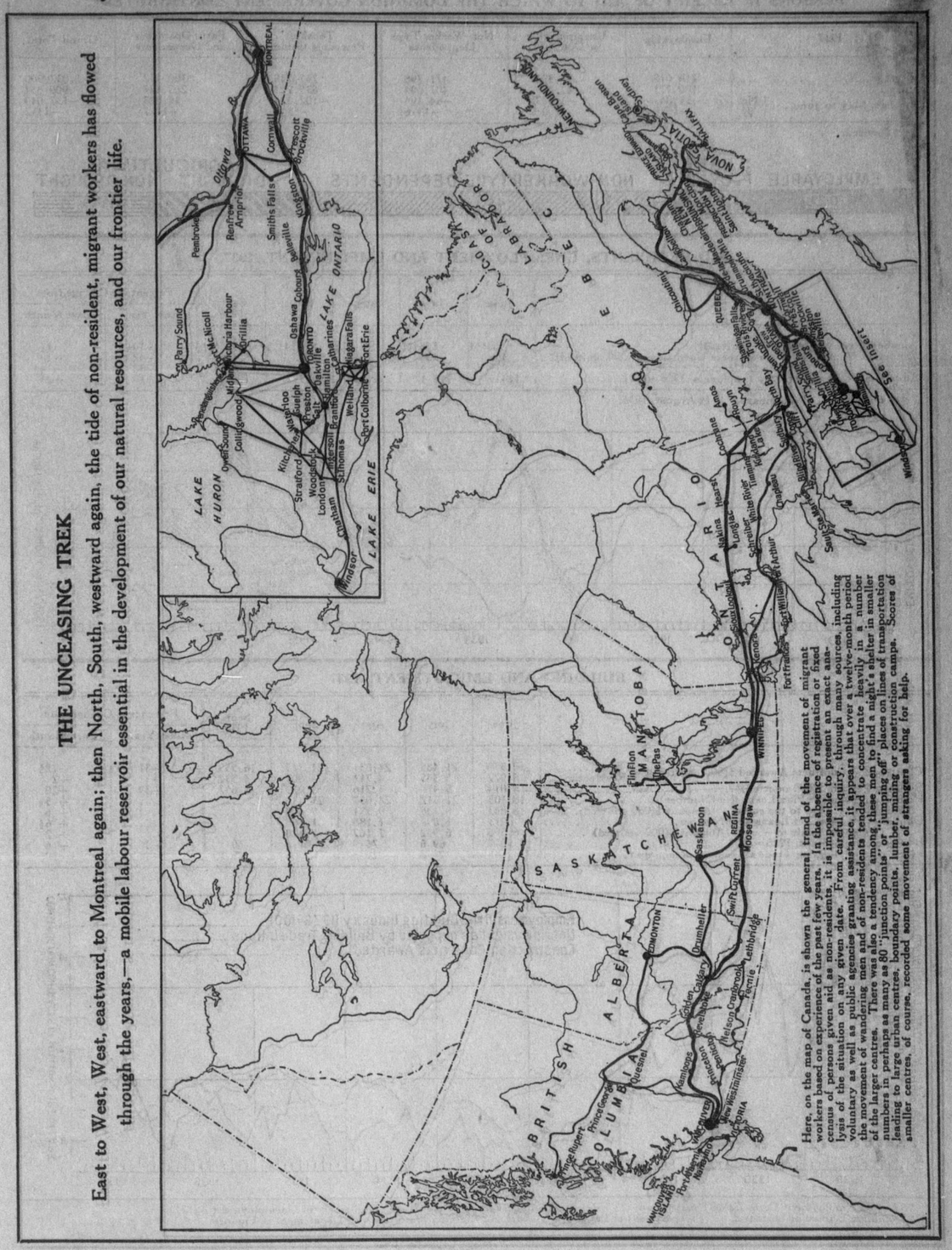
The National Employment Commission recommended three lines of attack upon the social aspects of the problem,—reconditioning and retraining schemes for the younger men; special reconditioning or retraining measures for older and more experienced workers; and removal from the rolls of Material AID of those over 70 years, ineligible for Old Age Pensions, and of those below this age limit who are mentally, socially, physically or prematurely handicapped to the permanent loss of self-maintaining occupation, and development of special facilities for their care and maintenance on a basis of social need.

Until these two distinct phases of the one problem "residence" and "social need" are segregated and each dealt with along appropriate lines, on a Dominion-wide basis, the problem of bewildered shifting families, and of thousands of men, in unceasing trek in search of a "toehold" will continue to defeat the best and most determined efforts of local and voluntary services to effect re-establishment.

C 137979

THE UNCEASING TREK

East to West, West, eastward to Montreal again; then North, South, westward again, the tide of non-resident, migrant workers has flowed through the years,—a mobile labour reservoir essential in the development of our natural resources, and our frontier life.



Here, on the map of Canada, is shown the general trend of the movement of migrant workers based on experience of the past few years. In the absence of registration or fixed census of persons given aid as non-residents, it is impossible to present an exact picture. Analysis of the situation on any given date. From careful inquiry, it is known that over a twelve-month period voluntary as well as public agencies granted aid to non-residents tended to concentrate heavily in a number of urban centres. This was also a tendency among these men to find a night's shelter in smaller numbers in perhaps as many as 80 "junction points" or "jumping off" places on lines of transportation leading to large urban centres, boundary points, lumber, mining or construction camps. Scores of smaller centres, of course, recorded some movement of strangers asking for help.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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C 137980

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

NUMBER 5 INFORMATION SERVICE *November, 1937*

Planning for Employment

IN dealing with the problem of unemployment certain preliminary but essential steps have been taken.

Relief has been "unscrambled" and clarified.

Registration is revealing accurately the extent and nature of the problem.

Training plans are advancing in so far as Canadian youth is concerned, and have been recommended for the higher age groups.

The migrancy problem has been analyzed and remedies suggested.

Thus the way has been cleared for an attack on unemployment itself. The real problem of obtaining jobs for the employable unemployed, of which those on AID numbered 143,745, according to August registration returns, emerges. How is it to be met?

Obviously the first and essential requisite, if you are to place an unemployed man or woman, is a job. As frequently stated, the cure for unemployment is employment. With generally improved conditions jobs are opening up making it easier to comply with this first and essential requisite. Indeed the apprehension is growing that openings for skilled workers may go begging because competent trained workers are not available. Hence the Commission's insistence on the great importance of training in the upper age brackets as well as for youth.

But for the moment at least, let us turn from the first essential to the second.

The Second Essential

What is that? Isn't it to provide machinery for bringing the worker and the job together? Isn't it to create some organization which will find out where the jobs are, how many there are, their nature, the remuneration offered, the kind of workers required; and, on the other hand, find out where the workers are, their numbers, qualifications, strength, experience, general suitability for what is offering? Finally, isn't it essential to provide means for bringing the right worker to the right job, thus creating a satisfied employer and a contented employee?

With clarification of returns from those in receipt of aid, it is now possible to see the extent to which industrial unemployment figures in the situation. Early approximations indicate that returns for September will reveal heavy reductions in the number of employable unemployed as compared with a year ago. This category includes heads of families, individual persons, and dependents over 16 available for and able to work. Approximately 70 per cent of these are shown to be located in cities of 10,000 or over where employment offices are located.

The important place which the employment service occupies in the picture is evident immediately. It should be the responsive effective channel of communication between the employable unemployed worker and the employer requiring help. Functioning properly it would be an indispensable asset to both. Functioning inadequately it is eventually thrown aside and ignored.

Not only a Placement Service

It should be noted that the present employment service has done good work. Great credit is due to those operating the service for the effort made to produce results with a machine which, due largely to divided authority, is inadequate and unsuited to conditions in Canada. Given such a machine it is hardly to be wondered at that the surface has only been scratched. The present employment service has acted almost solely as a placement office and in a very restricted field of activities. It has not succeeded in covering anything like the entire field in respect to placement, and it has not attempted, nor could it as constituted at present be expected to attempt, those other important activities which should fall within the ambit of an employment service.

What are some of the functions of an efficient employment service? An efficient employment service should collect and provide necessary statistical information on which broad planning to meet present and future labour requirements of industry and agriculture can be based. It should be a repository for accurate information on (1) the labour demands of industry and (2) the available supply of employable workers;

Employment Service Functions

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It should procure reliable data on the qualifications, ability, experience, and general fitness of each worker;

It should link up with the school, on the one hand and the employer on the other, providing the young man or woman, boy or girl, who has completed his or her education, with some degree of vocational guidance;

It should devise and operate for thousands of workers, systems whereby these workers may be registered, classified accurately, referred to suitable employment and kept informed of basic changes affecting their trades and professions;

It should develop sympathetic co-operation among the public. Prejudice against or distrust of the Employment Service, sometimes found among employers, must be overcome. A modernized service will in itself be the greatest instrument in overcoming this. The wise, pertinent and persistent use of publicity should also be an effective weapon in this effort;

It should go even farther than those men and women workers now in the employable category. Its ingenuity and enterprise should be utilized in an effort to include among the employables many of those now on the border-line. This may be possible either through retraining or such treatment as may be necessary to restore physical fitness;

It should look into the future, be as it were, the advance agent for labour requirements;

With the data at its command, it should be able to advise on suitable training projects for youth and retraining for displaced workers.

Public Interest Important

A glance at these suggested functions reveals immediately the paramount importance of public interest in and support for any system of employment agencies. Only as directly interested parties and the community participate in its work can a district or local employment office function successfully. This joint participation and interest can be created and developed through the establishment of local advisory councils supplementary to employment offices. Such councils provide the foundation on which the employment service rests. They are the link between the service and the community, bringing the needs of the community to the service. The councils should, through their intimate knowledge and study of local conditions, be in a position to advise the service, not only on employment requirements of the district, but also as to the best type of plans for increasing employability in both the young and older groups. Once the public becomes a friend and active ally of the Employment Service, its success is assured.

This fact has been emphasized in connection with the operation of the Labour Exchanges in Great Britain. There, it is stated, local employment committees are the foundation on which the exchange system rests. Members of the committees take their work seriously and often devote large amounts of their time to it. Without them public opinion might be less cordial to the exchanges. Composed of leading employers, representative workers and influential members of political philanthropic and educational organizations, they constitute public relations bodies for the system. They make it truly national as well as official.

Not a Relief Agency

It is not the intention to convey the impression in this article that the employment service should enter into the administration of aid. Indeed it is important that it should not. Naturally it would be required to determine the employability of aid recipients, and for this purpose certain standards would have to be set up. This fixing of standards of employability would be an important function of an efficient employment service system. To carry it out effectively constant occupational research involving both job analysis and analysis of individual worker's degree of competence, would be necessary.

The Situation Summarized

One way of arriving at an idea of what an employment service should be is to find out those things which must not be allowed to handicap its operation. The National Employment Commission, in emphasizing the importance of national administration of the employment service, which it recommended to the Government on August 26th last, stated:

"The present Provincial Employment Services are in practice unfitted to meet the exigencies of the situation. Divided responsibilities and diversity of aims between different Provinces; unequal development as regards numbers, types and functions of local offices; unsuitable locations of premises; defects in Provincial boundaries when used as economic administrative units, etc., have all tended to result in the Provincial Employment Service not being utilized fully either by employer or by employee.

"The provision of a proper link between employer and employee; of local advisory councils supplementary to local Employment Service offices in order to provide focal points of attacks on local problems; of means for gauging the relative degree of employability of those in receipt of Aid, are of pre-eminent importance if any real progress is to be achieved in handling unemployment problems. Indeed this is the experience of other countries also.

"Bearing in mind the desirability of uniformity of practice where financial Aid from the Dominion is in question; of freedom from local pressure in administration; of a Dominion source of local information independent of Province or Municipality in respect to unemployment assistance, etc., the Commission recommended in August, 1936, that the Employment Service be administered nationally. In any case the situation requires increased and improved service which will cost more, but it is recognized that national administration in itself would not add anything to the total cost to the country as a whole. The Commission, however, believes the extra cost to the Dominion Government of the transfer from the Provinces would be more than offset by efficiencies and, therefore, economies which would result."

This summarizes the situation as viewed by the Commission. It suggests a method for dealing with one of the essentials if unemployment is to be solved—the linking up of the employer who wants men with the worker who wants a job, and the creation of a service that could undertake the essential work of planning for employment.

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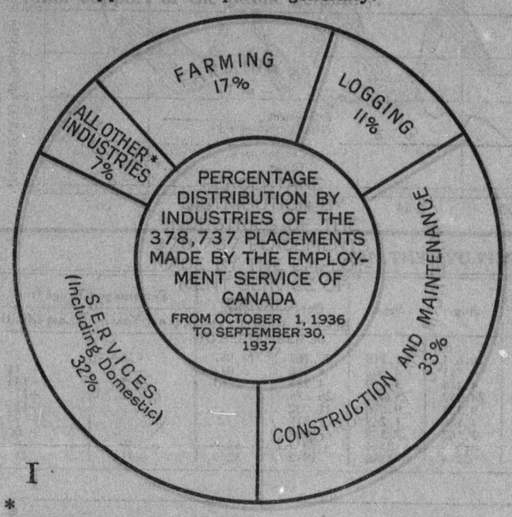
DISTRIBUTION OF EMPLOYMENT SERVICE PLACEMENTS, AND HIRING METHODS OF FIRMS

The two charts on this page deal with different aspects of a single problem. In No. 1, a comparison is shown of the proportion of placements made by the Employment Service of Canada in different specified activities. Of the 378,737 placements made by the Service from October 1, 1936, to September 30, 1937, the largest proportion was in the category of construction and maintenance. This includes public works projects carried out for relief of unemployment. Next come placements in the general category of services. The size of this category indicates the activity of the Employment Service in placing applicants in domestic work, a function which is sometimes forgotten by those unfamiliar with the Service. Placements in farming and logging constituted 17 per cent and 11 per cent respectively of the total number placed.

The chart makes it abundantly clear that the Employment Service is not being utilized in anything like the degree it should to fill the needs of manufacturing, trade, transportation, and other activities included under the caption "All other industries" which occupies only 7 per cent of the chart. It is in this category that opportunity offers for the greatest expansion, and it is to bring this about that the National Employment Commission has recommended modernization of the Service and establishment of Advisory Councils connected with it in order to secure closer co-operation of employers and workers and fuller support of the public generally.



*

Manufacturing	3·9%
Trade	1·7%
Transportation and storage	·8%
Mining	·6%
Finance	·1%
Communication	·0%
Fishing and hunting	·0%

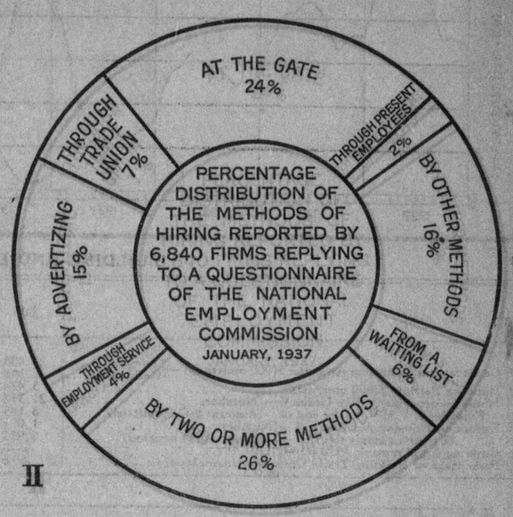


Chart No. 2 deals with methods of hiring as reported to the National Employment Commission last January by 6,840 firms. While the chart shows a comparatively small percentage of the reporting firms using the Employment Service of Canada, it must be pointed out that only a minor portion of the activities of the employment services are covered by the group of firms reporting. The Employment Service has been the medium through which all placements on projects created to relieve unemployment have been carried out. As already noted, another of its major activities has been in the placement of domestic workers. Nevertheless, it is an arresting act that of this six thousand odd firms reporting, only 4 per cent utilized the Employment Service offices in hiring employees. As some of the firms utilize several methods in engaging their workers, it is natural for that section of the chart to be largest. In the case of such firms it is practically impossible, unless separate analysis was obtained from each, to show the specific methods used.

N.B.—Farming, fishing, hunting, and domestic service are not included.

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C137983

NATIONAL EMPLOYMENT COMMISSION

(Advisory to the Minister of Labour)

NUMBER 6 INFORMATION SERVICE *December, 1937*

The Long View

THE more problems of unemployment and dependency are examined the more evident becomes the necessity for long-range planning. We are prone to think of enforced idleness and need as something new—a development of recent years. This is not the case.

Emergency Treatment

It *is* true, however, that Governments, particularly the Dominion Government, did not assume any financial obligations until these problems attained emergency proportions. Thus in 1921, the Dominion Government made its first appropriation of $500,000 toward the cost of works undertaken specifically for the relief of unemployment. On the same basis of emergency, grants-in-aid have been made to the provinces and municipalities in twelve of the subsequent sixteen years, and without a break during the past seven years.

Crop failures and disastrously low prices of food products have, during the past few years, created an additional and new type of emergency distress. Payments for unemployment aid and relief of agricultural distress by the three units of Government have amounted to more than $600,000,000 since 1930. Though the numbers are now considerably reduced, approximately 1,000,000 men, women and children have been aided month after month through "direct relief" or by provision of work on special projects in the past five years up to 1937.

Working in the Dark

The weakness of emergency treatment for these problems is that, in the very nature of things, it lacks a back-ground of knowledge gained from experience. Emergency treatment is a little like campaigning in the dark with only a vague idea of the enemy's strength and position. While the attack may be partially successful, the probability is that it proves costly, and much less permanently effective than a carefully planned offensive based on accurate knowledge.

More Permanent Policy Essential

In order to achieve lasting results, emergency treatment must ultimately give way to a more permanent policy. How is such a policy to be determined? One thing is certain; to be successful it must be based on continuous contact with the problem which it is meeting. Treatment at arm's length is of little value. Knowledge gained from experience is essential. The problems of unemployment and dependency are human problems and require close examination and careful treatment. This is where a modernized Employment Service could prove of tremendous value. It would provide the contacts and experience necessary; while Unemployment Insurance would furnish a first line of defence against those forces which tend to drive people into dependency.

Treatment and control by plans of a permanent character cannot be developed in a day, a week or a month. It is a work of slow and patient persistence—of long-range co-operative thinking and planning. It is a process to be pondered carefully, but not to be disregarded in the flush of more prosperous days. The time to provide for the lean years is when they are beginning to pass into memory but have not been forgotten.

Registration Provides Comparison

The first registration of all persons in receipt of aid to which the Dominion Government contributed was taken as of September, 1936. Though this has been kept up to date by monthly records of those going on and off, it was advisable, for purposes of comparison as well as to provide additional necessary information, that another registration along similar lines should be taken in September of the present year. Now, after classifying and compiling the material gathered, it is possible to make some comparisons with the September, 1936, figures. A birds-eye view over an entire year is obtainable. Some idea of what progress has been made, may now be gained.

One of the striking things revealed by the September, 1936, registration was that though there were nearly a million aid recipients at the time—and this entire number was sometimes referred to erroneously as "unemployed"—there were actually only 206,423

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of this number fully employable. The rest was made up of 51,510 persons of doubtful employability and totally unemployable, 51,338 resident farm operators, and 646,349 dependents of a non-worker type of all these groups, the latter category including babes-in-arms, mothers, grandmothers, grandfathers—persons who could not possibly work even if jobs had been as plentiful as blades of grass in a meadow. The problem was bad enough, at that, but its clarification showed that it was not of such size and difficulty as to be insurmountable.

What is the position now? Preliminary figures of September, 1937, registration tell the story—a record of definite progress. The total of employable unemployed has dropped by 91,177 bringing it down to 115,246. The 1937 registration showed the total number of persons receiving both unemployment and agricultural aid to be 752,714, a decrease of 202,906 from the 955,620 of the previous year.

It will be noted that the reduction in the total number of those receiving aid is not proportionate to the reduction in employables. This is accounted for by the increase in the same period of those in receipt of agricultural aid.

Drought Swells Aid Totals

Farm distress is not unemployment. Therefore, figures of farm operators and their dependents were compiled separately. Here the devastating effects of the western drought are revealed. Saskatchewan figures were not complete when preliminary totals were compiled, but on the basis of a general statement from that province, an increase of about 55,000 in the total of resident farm operators and their dependents is anticipated. As a result of this the registration estimate of farm operators and their dependents for all provinces in September showed an increase to 303,270 as compared with 248,327 in the corresponding month of 1936.

Problem Clarified and Progress Made

Speaking generally, what has emerged during the past year? To begin with the "unemployment problem" has been changed for the better. From a menacing indefiniteness it has been altered to a clear practical job of putting the limited number of employable unemployed people to work, providing for their dependents until such work is obtained, and, through rehabilitation and training measures, fitting those workers who cannot immediately be given work, to be ready and able to seize employment opportunity when it comes along. Secondly, certain beneficial, practical plans have been implemented by action; others are still under Government consideration. Finally, as shown by the registration, definite progress has been made in the direction of putting people to work—connecting workers with jobs.

Still a Major Problem

Industrial conditions are improving. Indicators now point away from depression and toward better times. But continued application of remedial measures is essential. Notwithstanding decrease in numbers, unemployment remains one of Canada's major problems. It is not a problem of Governments alone but one which challenges the best thought and demands the co-operation of all Canadians.

The School and Employment

Boys and girls attending schools across Canada today will tomorrow be men and women facing adult problems. Of late years some complaints have been heard that students in Canadian schools are not being equipped to meet conditions in that cold and practical world which opens before them when school doors close. It has been argued that frequently students enroll in courses which, present trends in industry being what they are, will not result in employment. Employment is essential. Therefore, it is argued, why permit young students to waste time and energy learning something which cannot produce employment.

Whether or not it is true that boys and girls are engaged in these unproductive studies, systematic long distance planning does seem to indicate the wisdom of ascertaining as closely as possible the labour needs of industry, and making this information available for guidance in the schools. Such a survey would show the industries in which decreasing or increasing labour demands might be expected. If given to the schools, special courses might be undertaken with an intelligent appreciation of the situation. A student would at least have an opportunity of comparing labour trends in different industries before deciding what special line to pursue in his studies.

Closer co-operation between the schools and the Employment Service should prove valuable. Information of a helpful nature gathered by the latter might be passed on to the former. Such information, combined with some system of vocational guidance and counselling for young people, should prove of very real value. It would help the boy and girl to plan studies so that practical, beneficial results would follow when school-days were over.

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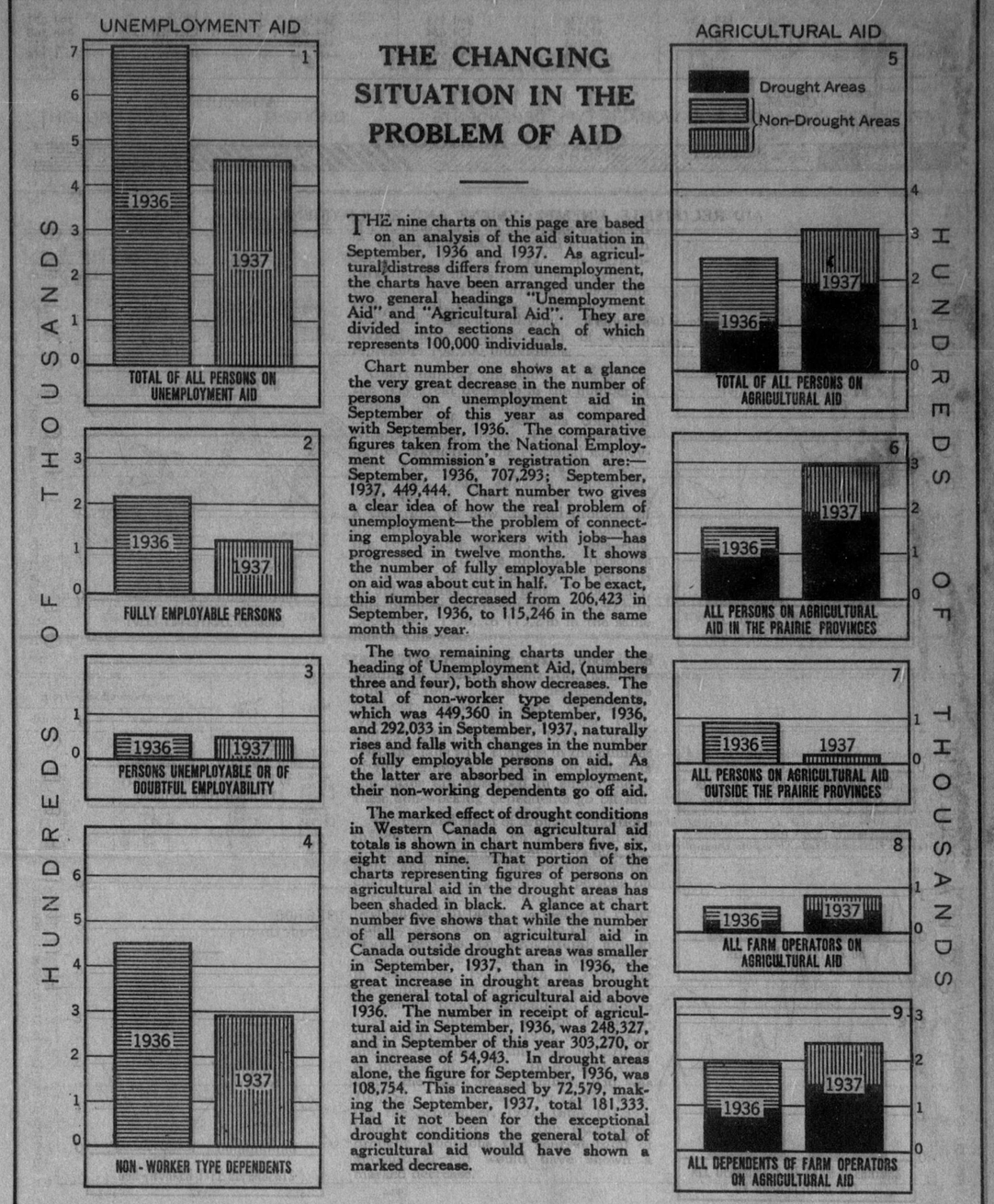
THE CHANGING SITUATION IN THE PROBLEM OF AID

THE nine charts on this page are based on an analysis of the aid situation in September, 1936 and 1937. As agricultural distress differs from unemployment, the charts have been arranged under the two general headings "Unemployment Aid" and "Agricultural Aid". They are divided into sections each of which represents 100,000 individuals.

Chart number one shows at a glance the very great decrease in the number of persons on unemployment aid in September of this year as compared with September, 1936. The comparative figures taken from the National Employment Commission's registration are:—September, 1936, 707,293; September, 1937, 449,444. Chart number two gives a clear idea of how the real problem of unemployment—the problem of connecting employable workers with jobs—has progressed in twelve months. It shows the number of fully employable persons on aid was about cut in half. To be exact, this number decreased from 206,423 in September, 1936, to 115,246 in the same month this year.

The two remaining charts under the heading of Unemployment Aid, (numbers three and four), both show decreases. The total of non-worker type dependents, which was 449,360 in September, 1936, and 292,033 in September, 1937, naturally rises and falls with changes in the number of fully employable persons on aid. As the latter are absorbed in employment, their non-working dependents go off aid.

The marked effect of drought conditions in Western Canada on agricultural aid totals is shown in chart numbers five, six, eight and nine. That portion of the charts representing figures of persons on agricultural aid in the drought areas has been shaded in black. A glance at chart number five shows that while the number of all persons on agricultural aid in Canada outside drought areas was smaller in September, 1937, than in 1936, the great increase in drought areas brought the general total of agricultural aid above 1936. The number in receipt of agricultural aid in September, 1936, was 248,327, and in September of this year 303,270, or an increase of 54,943. In drought areas alone, the figure for September, 1936, was 108,754. This increased by 72,579, making the September, 1937, total 181,333. Had it not been for the exceptional drought conditions the general total of agricultural aid would have shown a marked decrease.



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National Employment Commission
Information Service

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December, 1937

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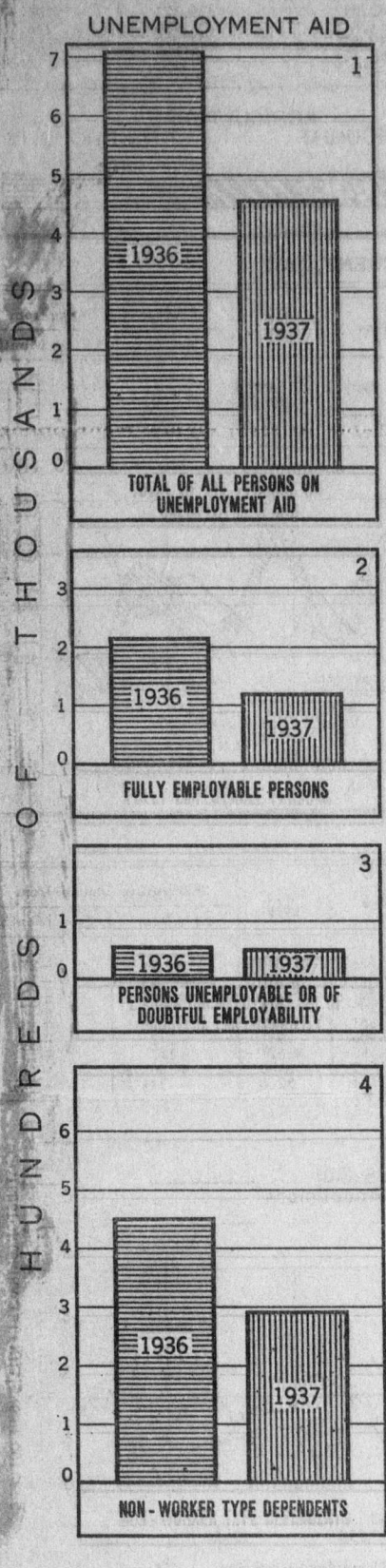

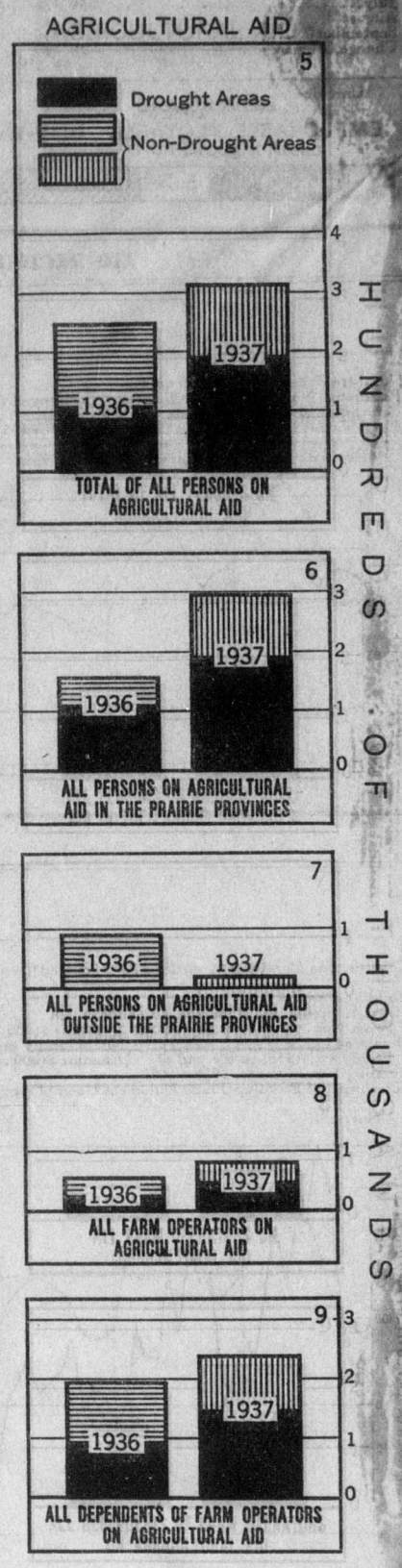

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PERSONS IN RECEIPT OF AID TO WHICH THE DOMINION GOVERNMENT CONTRIBUTED*

1937	Employable	Unemployable or Doubtful	Non-Worker Type Dependents	Total of Preceding Columns	Farm Operators and Dependents	Grand Total
July	159,576	43,770	360,553	563,899	229,372	793,271
August**	143,745	41,479	329,624	514,848	233,720	748,568
September**	115,246	42,165	292,033	449,444	303,270	752,714
Change, August to Sept... No.	−28,499	+686	−37,591	−65,404	+69,550	+4,146
Change, August to Sept... %	−19·8	+1·7	−11·4	−12·7	+29·8	+0·6

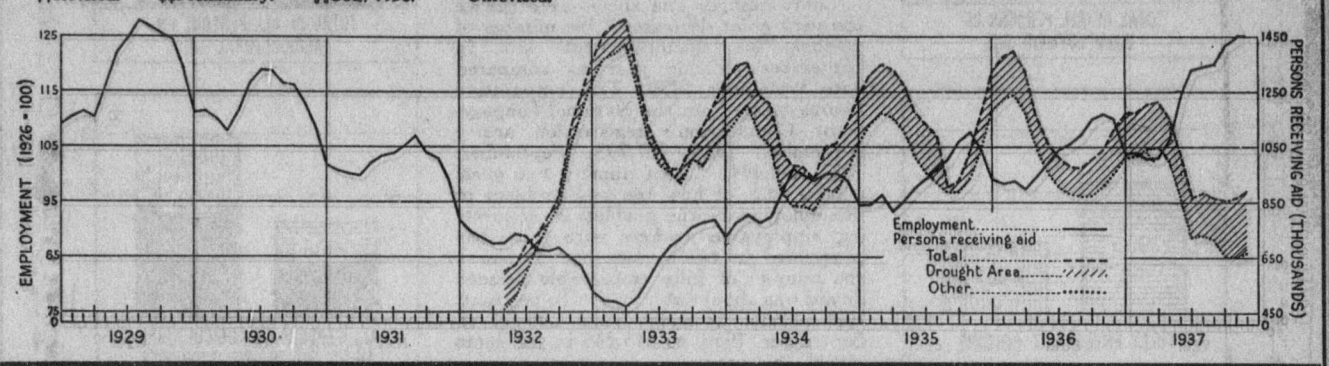
**Unrevised.



AID RECIPIENTS, UNEMPLOYMENT AND EMPLOYMENT, 1937

—	Aug.	Sept.	Oct.	Nov.	Nov., 1936	Percentage Change from Last Year	Percentage Change from Last Month
Numbers Receiving Aid (000 omitted)	749*°°	753*°°	868††‡	890††‡	1,046*††	−15	+ 2½
Estimated Number of Wage Earners Unemployed (000 omitted)‡	257	223	235	.....	399§§	−41	+ 5½
Percentage of Trade Unionists Unemployed§	8·9	7·6	7·7	8·9	11·0	−19	+15½
Employment, as reported by Employers, 1926=100‡	120·0	123·2	125·7	125·2	111·0	+13	− ⅑

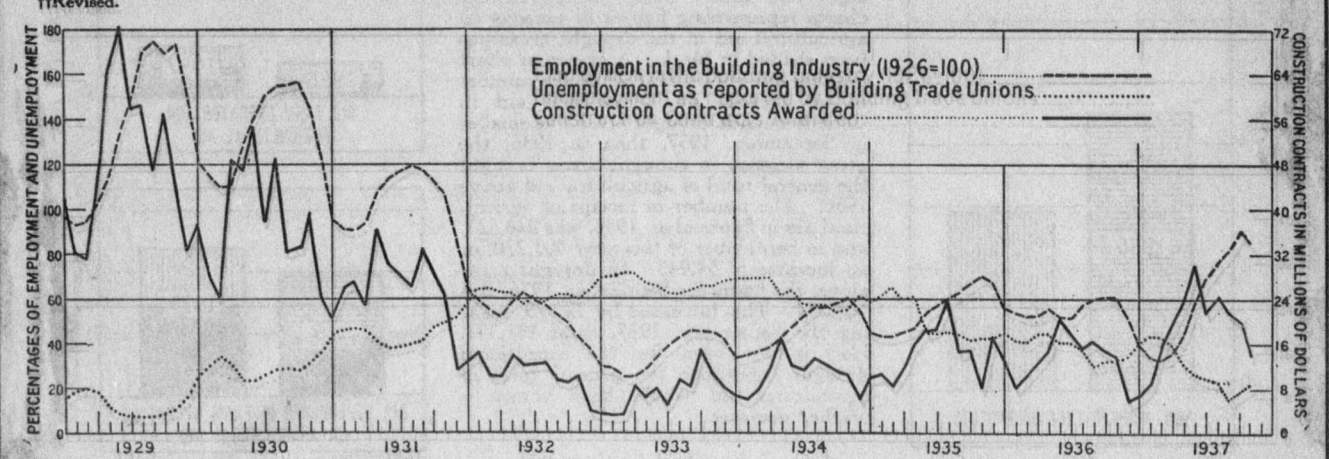
††Revised. ‡‡Preliminary. §§Oct., 1936. °°Unrevised.



BUILDING AND EMPLOYMENT, 1937

—	Aug.	Sept.	Oct.	Nov.	Nov., 1936	Percentage Change from Last Year	Percentage Change from Last Month
Construction Contracts Awarded $(000 omitted)‖ — Total	24,831	21,715	20,169	14,716	13,840	+ 6½	−27
Construction Contracts Awarded $(000 omitted)‖ — Residential	4,711	4,802	4,866	4,318	4,212	+ 2½	−11½
Building Permits $(000 omitted)‡	4,216	5,079	4,385	4,907	3,098	+ 58½	+12
Home Improvement Plan Loans ¶ — Number	24,057	25,438	28,275	30,396	1,818	.....	+ 7½
From Nov. 1, 1936, to the end of — Amount $(000 omitted)	9,331	9,890	11,002	11,881	682	.....	+ 8
Dominion Housing Act Loans ¶†† — No. of family units provided for	2,433	2,567	2,761	2,906	931	+212	+ 5
From Oct., 1935, to the end of — Amount $(000 omitted)	10,604	11,157	11,898	12,535	4,521	+177	+ 5½
Building Employment, 1926=100‡	76·9	81·6	86·3	85·3	61·0	+ 40	− 1
Percentage of Building Trade Unionists Unemployed§	22·4	15·6	19·2	21·4	32·6	− 34½	+11½

††Revised.



*National Employment Commission Registration. †Reported by Proviaces to Dominion Commissioner of Unemployment Relief. ‡Dominion Bureau of Statistics. §Department of Labour. ‖McLean Building Reports. ¶Department of Finance.

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Appendix "E"

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APPENDIX "E"

LOW RENTAL HOUSING PLAN

Based on National Employment Commission recommendations, the Dominion government on September 9, 1936, announced the principles which would govern that section of its broad housing plan to be devised to meet the requirements of those unable to pay an economic rent - often associated with slum clearance. These principles were:-

(a) Participation by the Dominion, by the Provinces, and/or Municipalities in any Aid that may be given, whether by subsidy, loan, guarantee or omission of taxes;

(b) Encouragement of the participation of private capital;

(c) Avoidance of setting up administrative burdens which the various governing authorities are not equipped to assume;

(d) Avoidance of undue competition with the private investor and with existing housing;

(e) Requirement of a system of selected tenants so that government-aided low rental houses will not be occupied by those able to pay full economic rents.

The Commission on February 9, 1937, accordingly presented its detailed plan to the Minister, feeling that Dominion government action was justified at the time for the following reasons:-

(i) As a measure of public health and social advancement, low rental housing projects will have a direct influence in improving conditions of life for the low wage-earner in urban areas and will be a factor in increasing the employability of our workers after a period in which their employability has been greatly reduced;

(ii) The field of low rental housing is the only one in which a direct and decisive stimulus can be given to home-building without the risk of subsidizing competition to private builders and thus discouraging more building than is stimulated;

(iii) The employment created by such housing projects will be greater and more widely spread than that afforded by large scale public works;

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(iv) Direct Aid in this field will arrest public attention and focus the interest of communities generally on housing. It will greatly increase activity under both the Home Improvement Plan and under the Dominion Housing Act;

(v) The Dominion has a direct interest in having the problem tackled <u>now</u> rather than when recovery has gone further. It may well be that ultimately responsibility in this field should be left to the Municipalities and Provinces. Dominion Aid at this juncture will permit of a sound experiment by which direction can be given to future policy.

A summary of the plan recommended is attached.

Both in its Interim Report issued in July,1937, and in the Final Report, to which this is an appendix, the Commission has made it clear that the necessary Dominion Aid for such an experimental plan can, in its view, be afforded either in the form of a limited direct subsidy or, if preferred, of a loan of money, representing a proportionately larger percentage share of the total funds required, at less than commercial rates of interest. The plan attached has been developed on the basis of a maximum Dominion contribution subsidy of $10,000,000 to approved schemes engaged in within a two-year period.

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SUMMARY OF LOW RENTAL HOUSING PROPOSAL

I. DOMINION SUBSIDY

A. Nature and Extent
Subsidy (preferably capital but alternatively annual equivalent for 35 years, 5½% interest and 1% amortization) not to exceed one-third of cost, to housing commissions or limited dividend corporations undertaking approved projects.

B. Limitation in Total Subsidies
Total subsidies granted not to exceed $10,000,000 capital sum (or annual equivalent as in "A") during limited period of two years.

C. Types of Project Subsidized
Each project to contain not less than 100 family units. Full cost not to exceed $750 per adult accommodation provided.

II. RENT REDUCTION CONTRIBUTIONS AND CONDITIONS

A. Basis of Provincial-Municipal Contributions
Provinces shall, with Municipalities, agree to make a joint contribution up to $1.25 per month per adult-accommodation for 35 years, in direct monthly payments or free land or funds at less than 5½% interest. Dominion contribution 5½% interest and 1% amortization on amount contributed.

B. Fund Workings - Selection of Tenants
Contributions to be credited to a Rent Reduction Fund. Fund to be applied to reduction of rents in accordance with families' ability to pay as certified by Welfare Department or designated officials of the Municipality. Selection of Tenants to be controlled by management. Not less than 50% of the accommodation to be available to families unable to pay economic rent.

C. Fund Fluctuations
Provincial-Municipal contributions to be adjusted periodically to maintain stability.

D. Penalty for Discontinuance of Provincial-Municipal Contributions
Penalties are provided for discontinuance of such contributions.

III. REGULATIONS REGARDING APPROVAL OF PROJECTS

A. Approvals Required
Projects to be approved by Municipal and Provincial authorities and Dominion Minister administering.

B. Conditions of Approval
Minister shall not approve unless, on examination, the following conditions are found to be satisfactory:-

(1) Satisfactory evidence has been furnished of the need for such low rental housing by reason of shortage, over-crowding, congestion, or the sub-standard character of existing housing;

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(2) The areas in which the projects are to be located have been adequately planned and unless zoning regulations are sufficient to safeguard the investment and to secure the suitability of the location throughout the lifetime of the project;

(3) The personnel of the board of directors of the limited-dividend housing corporation or of the Municipal commission is such as to ensure efficient and independent administration and unless adequate provision has been made for competent management;

(4) Adequate care has been exercised to ensure economical design and construction and land purchase or lease;

IV. ADMINISTRATION

A. Regulations and Audit

Minister to prescribe necessary regulations including provision for audit of accounts and safeguards to ensure adequate maintenance of the properties.

B. Dominion Authority Functions

Minister to provide administration facilities for:

(1) Receipt and consideration of projects and plans;
(2) Determination of assistance to be granted;
(3) Keeping of records and statistics;
(4) Giving of advice;
(5) Dissemination of information.

V. LIMITATION OF DIVIDENDS

Dividends of assisted corporations to be limited to 5½% for 35 years.

VI. TERMINATION CONDITIONS

The Governor General in Council (or Minister) to have authority to refuse approval at any time. Period for approval limited to fiscal years 1937-38 and 1938-39.

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Appendix "F"

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APPENDIX F

The Impact of the Depression on Various Groups in Canada.

The following tables are taken from a study prepared for the National Employment Commission by Professor John L. McDougall, under the direction of W. A. Mackintosh, a member of the Commission. The study was an examination of the extent to which different groups of income-receivers shared in the decline in the national income experienced after 1929 and the degree to which among salary and wage-earners the changes resulted in declines in income or shorter hours for all of a group or unemployment for some.

The groups selected were those for whom statistical information was readily available. While thus chosen on a wholly arbitrary basis, they represent substantial sections of the population. Greater detail of the experience of railway workers is given because more comprehensive information is available for that group.

The reader is cautioned that the tables necessarily show average experience only and that widely varying individual experiences are concealed behind the averages. It should be noted also that earnings of employees are for those employees, who remained in employment.

The statistics used are in all cases official government statistics except that the Bank of Nova Scotia's revision of the National Income is used. The information is drawn from the Canada Year Book, the Census of Industry, Annual Statistics of Steam Railways, and Wages and Hours of Labour in Canada (Department of Labour). The price and cost of living indexes used are those of the Dominion Bureau of Statistics.

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TABLE I - CHANGES IN THE REAL VALUE TO THE HOLDERS OF THE INTEREST PAYMENTS OF THE DOMINION GOVERNMENT ON ITS DIRECT DEBT.*

1926 = 100

Year	Weighted Average Rate of Interest on the Face Value of the debt	Index of the Cost of Living	Real Value to the Receiver of Interest
	†		
1926	4.996	100.0	100.0	100.0
1927	5.015	100.4	98.4	102.0
1928	4.980	99.7	98.9	100.8
1929	4.977	99.6	99.9	99.7
1930	4.967	99.4	99.2	100.2
1931	4.928	98.6	89.6	110.0
1932	4.923	98.5	81.4	121.0
1933	4.850	97.1	77.7	125.0
1934	4.595	92.0	78.7	116.9
1935	4.136	82.5	79.3	104.4
1936	3.937	78.8	80.6	97.8

* This table is to be construed with care. It shows the real value of the interest received by a private holder of an unchanged amount of debt at the average rates of each year, after adjustment for changes in the contractual rate of interest and the purchasing power of money. It does not show the burden of increased debt. From 1929-1936 the debts of all governments had increased approximately from $5,200,000,000 to $7,400,000,000. It shows that not until 1936 did reductions in the rate of interest reduce the real value of the interest payments below that of 1929. The Dominion has, on the whole, been more successful than Provinces or Municipalities in reducing interest rates.

† Canada Year Book, 1937, p. 843.

Note that this is the rate on the debt as at March 1 of each year. The index of the cost of living is on a full calendar year basis.

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TABLE II - AGGREGATE SALARIES OF ALL FULL TIME EMPLOYEES IN THE DOMINION CIVIL SERVICE.

	I	II	III
Year	Amount* (Thousands of dollars)	Column I, Expressed as a percentage of the National Income	Column II on the base 1926 = 100
1924	53,800	1.26	114.1
1925	53,728	1.17	106.3
1926	54,381	1.10	100.0
1927	58,727	1.12	101.1
1928	61,190	1.07	97.3
1929	63,539	1.08	98.0
1930	66,669	1.29	116.9
1931	66,134	1.58	143.2
1932	56,494	1.67	151.3
1933	54,836	1.70	154.1
1934	54,006	1.51	136.8
1935	57,710	1.52	138.0

* The amounts shown are those for the 12 months to March 31 of the following year.

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TABLE III - CHANGES IN THE AVERAGE ANNUAL EARNINGS PER HEAD OF ALL FULL TIME DOMINION CIVIL SERVICE EMPLOYEES

(1926 = 100)

Year	Average Money Earnings *	Index of the Cost of Living	Purchasing Power in 1926 Dollars of the Average Money Earnings
1924	98.3	98.0	100.3
1925	99.7	99.3	100.4
1926	100.0	100.0	100.0
1927	104.1	98.4	105.8
1928	104.1	98.9	105.3
1929	103.8	99.9	103.9
1930	103.8	99.2	104.6
1931	103.9	89.6	116.0
1932	93.7	81.4	115.1
1933	93.2	77.7	119.9
1934	93.0	78.7	118.2
1935	98.8	79.3	124.6

* The relatives shown are those for the twelve months to March 31 of the following year. Average annual earnings in 1926 were $1,625 per employee.

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TABLE IV - CHANGES IN AVERAGE SALARIES AND IN NUMBERS OF FULL TIME DOMINION CIVIL SERVICE EMPLOYEES

PERCENTAGE REDUCTIONS FROM THE HIGHEST FIGURE SHOWN TO THE DEPRESSION LOW*

Class	In the Number Employed	In the Average Salary
Permanent employees at headquarters	-14.2	-11.6
Temporary employees at headquarters	-24.4	-15.1
All employees at headquarters	-11.8	-11.4
Permanent employees elsewhere	/	/
Temporary employees elsewhere	/	/
All employees elsewhere	-10.4	-15.7
All permanent and temporary employees	- 9.6	-10.7

* Note that the low points in numbers for the various classes are not reached in the same year. The table shows the extent to which money savings were effected by reduction of numbers or reduction of salaries or both.

/ Owing to a transfer between these two groups within the period, a true comparison can not be made.

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TABLE V - RELATIVE NUMBERS AND REAL EARNINGS OF

ALL EMPLOYEES IN MANUFACTURING INDUSTRY

(1926 = 100)

	Number of Employees		Real Earnings of *	
	On Salaries	On Wages	Salaried Employees	Wage-Earners
Absolute value in 1926	81,794	499,745	$ 1,867	$ 1,028
1917	84.0	113.7	81.3	86.4
1918	86.5	112.6	79.0	87.7
1919	99.9	108.9	74.6	85.1
1920	101.5	108.3	77.0	80.2
1921	91.5	78.4	89.7	89.2
1922	93.0	81.9	95.9	91.3
1923	95.7	89.7	97.7	95.4
1924	93.2	88.9	100.1	96.5
1925	94.9	94.0	99.4	96.8
1926	100.0	100.0	100.0	100.0
1927	104.5	104.7	103.4	103.1
1928	111.6	111.6	103.7	105.1
1929	118.1	117.5	104.8	106.2
1930	113.6	108.9	107.0	102.2
1931	108.4	95.8	113.4	105.1
1932	103.3	83.8	115.5	103.1
1933	102.6	83.6	112.2	99.5
1934	108.3	93.3	111.4	104.7
1935	114.7	99.9	112.1	108.6

* Money earnings corrected by the cost of living index.

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TABLE VI - AVERAGE ANNUAL REAL AND MONEY EARNINGS

OF ALL RAILWAY EMPLOYEES

(1926 = 100)

Year	Index of Money Earnings *	Index of the Cost of Living.	Index of Real Earnings.
1926	100.0	100.0	100.0
1927	104.2	98.4	105.9
1928	105.6	98.9	106.8
1929	106.8	99.9	106.9
1930	106.3	99.2	107.2
1931	102.3	89.6	114.2
1932	93.8	81.4	115.2
1933	88.9	77.7	114.4
1934	87.9	78.7	111.7
1935	93.1	79.3	117.4

* Absolute value in 1926, $1,479. Earnings of express, radio, and outside operations employees are excluded.

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TABLE VII - ALL HOURLY-RATED MAINTENANCE-OF-EQUIPMENT EMPLOYEES: *

CANADIAN RAILWAYS

(1926 = 100)

	Number Employed	Hours worked per Man-Year.	Average Rate of Pay per Hour.	Average Earnings per Year.
Absolute Value in 1926	41,144	2,290	57.3¢	$1,312
1926	100.0	100.0	100.0	100.0
1927	97.3	101.1	104.0	105.3
1928	102.7	102.3	104.5	106.9
1929	102.6	101.1	108.6	108.8
1930	98.6	94.7	111.3	105.4
1931	88.4	86.7	111.1	96.3
1932	74.7	79.7	102.3	81.5
1933	66.7	76.2	99.0	75.4
1934	70.4	80.7	96.9	78.1
1935	71.0	83.2	101.9	84.8

* This table shows, for the only group for which the information is available, the extents to which reductions, during the depression, affected the numbers employed, the hours worked, the hourly rate and average earnings. The group is one in which the sharing of hours was most substantial.

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TABLE VIII - MAINTENANCE-OF-WAY EMPLOYEES, CANADIAN RAILWAYS*

Average Number Employed in 1928 and 1933 as a Percentage of the 1926 Base.

Class	1928	1933
Section foremen	103.1	98.4
Section men	106.3	79.9
All section workers	105.5	84.4
Maintenance-of-way Labourers	122.8	24.3

* The table indicates the less fortunate experience of those workers whose work was not currently essential but capable of postponement.

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TABLE IX - RATES OF WAGES IN CANADA FOR CERTAIN CLASS OF LABOUR

(1926 = 100)

Year	Common Factory Labour *	Miscellaneous Factory Trades *	Logging and Saw-milling *	Male Farm Help in Summer Season /
1926	100.0	100.0	100.0	100.0
1927	100.2	101.4	101.1	96.7
1928	99.9	102.1	101.9	92.0
1929	100.3	102.7	102.7	93.7
1930	100.5	102.8	101.7	87.6
1931	97.9	100.3	90.2	67.1
1932	92.7	93.7	78.2	53.1
1933	89.7	89.3	67.3	50.0
1934	91.2	91.8	80.3	51.5
1935	93.4	93.9	84.2	54.7
1936	95.9	96.0	91.8	57.8

* Wages and Hours of Labour in Canada. Report Number 20, (Ottawa, 1937), p.4. These data have been converted from the base 1913 = 100 to 1926 = 100. Upon the 1913 base the 1926 rates were 187.3; 196.7; and 180.8 for the three groups in the order shown above.

/ Canada Year Book, for various years. These rates include the money value of board. Average wages including board are given as $64 a month in 1926.

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TABLE X - UNEMPLOYMENT OF CANADIAN WAGE EARNERS AS SHOWN BY CENSUS OF 1931 *

	Labourers /	All other Wage Earners
Total Number	671,844	1,350,416
Number losing time, June 1, 1930 to June 1, 1931	397,828	491,915
Percentage losing time	59.2	36.4

Time Lost	Percentage of those Losing Various Periods	
1 - 4 weeks	4.7	11.0
5 - 8 "	6.3	10.3
9 - 12 "	8.4	10.8
13 - 16 "	8.1	7.1
17 - 20 "	9.2	8.9
21 - 24 "	8.8	7.8
25 - 28 "	13.8	13.4
29 - 33 "	10.0	7.3
33 - 40 "	14.1	9.7
41 - 48 "	7.3	4.5
49 and over	9.3	7.2
	100.0	100.0

* Seventh Census of Canada, 1931. Vol. VI, Unemployment. Table 38, p. 790 ff.

/ Total of farm labourers, lumbermen, coal and other mining labourers and other unskilled, (not agricultural, mining or logging).

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TABLE XI - ADJUSTED NET VALUE OF AGRICULTURAL PRODUCTION

AS A PERCENTAGE OF THE NATIONAL INCOME*

Year	Adjusted Net Value of Agricultural Production	The National Income	Agricultural Income as a Percentage of the Total
1921	961	4,902	23.5
1922	899	4,100	21.9
1923	873	4,283	20.4
1924	967	4,274	22.6
1925	1,078	4,585	23.5
1926	1,088	4,930	22.1
1927	1,152	5,266	21.9
1928	1,168	5,703	20.5
1929	1,034	5,879	17.6
1930	833	5,173	16.1
1931	557	4,187	13.3
1932	499	3,385	14.7
1933	519	3,226	16.1
1934	592	3,580	16.5
1935	623	3,791	16.4
1936	681	4,062	16.8

* Net value of agricultural production as officially defined is the gross value of all production less the values of amounts fed to livestock and used as seed in the following season. It is therefore really a gross figure and is subject to deduction for all operating cost payments to others before a true net income available for consumption by the agricultural population is found.

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TABLE XII - COMPARISON OF PRICES OF ALL CANADIAN FARM PRODUCTS AND FULLY AND CHIEFLY MANUFACTURED GOODS

(1926 = 100)

Year	Index of Prices of all Canadian Farm Products	Index of Prices of Fully and Chiefly Manufactured Goods	Number of Units of Canadian Farm Products required to Purchase 100 units of Fully and Chiefly Manufactured Goods
1921	103.7	116.1	112.0
1922	88.0	100.4	114.1
1923	81.5	103.1	126.5
1924	88.1	101.9	115.7
1925	101.0	103.8	102.8
1926	100.0	100.0	100.0
1927	102.1	96.5	94.5
1928	100.7	95.0	94.3
1929	100.8	93.0	92.3
1930	82.3	87.3	106.1
1931	56.3	74.8	132.9
1932	48.4	69.8	144.2
1933	51.0	70.2	137.6
1934	59.0	73.4	124.4
1935	63.5	72.8	114.6
1936	69.4	73.6	106.1

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C 138006

OFFICE OF THE PRIME MINISTER

MEMORANDUM

February 2nd, 1938.

For Mr. King:

Mr. Rogers has asked if the Prime Minister approves the text of the attached proposed statement on the termination of The National Employment Commission. It is Mr. Rogers' intention to issue the statement for this evening's papers, or the morning papers of tomorrow.

Mr Pickering

E. A. P.
(E.A. PICKERING)

Feb 2 - read by Mr King at 21 and approved.

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C 138007

DEPARTMENT OF LABOUR - PRESS RELEASE

With the presentation of its final report to the Government and the completion of its advisory duties the National Employment Commission has now been dissolved. The final report of the Commission is now in process of translation and printing and will be tabled and released as soon as it is available. The two special committees on youth employment and women's employment have also been dissolved. These committees reported directly to the National Employment Commission and their active duties were completed some time ago. It is possible that the services of former members of these committees will be used on a voluntary basis in connection with the supervision of training projects for unemployed young people. As announced in the Speech from the Throne it is proposed to continue these training projects through the coming year.

In making this announcement the Minister of Labour, Honourable Norman McL. Rogers, expressed warm appreciation of the valuable services rendered by the National Employment Commission and the two special advisory committees.

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C138008

Confidential

March 10, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Re Final Report of National Employment Commission

Mr. Rogers is hoping to bring up the Report for discussion in Council tomorrow, March the 11th.

The Report reiterates (p. 17) the position taken in the Interim Report, that "so long as the present constitutional basis exists", the primary responsibility for relief should remain with the municipalities and/or the provinces, the Dominion contributing only when practical necessity arises because of the unusual nature or extent of distress; and the Dominion should in any grants of aid, attach definite conditions necessary to ensure co-ordination of effort and adequate supervision of expenditures. "With a view to a better linking together of employer and employee" the Commission urges prompt establishment of a modernized employment service under the direction of the Dominion government.

In discussing the confusion and lack of uniformity of the present system (pp. 39-40) the Report maintains that these factors have arisen through failure to distinguish between grants in aid of employable persons unable to secure work, and assistance to provinces and municipalities hard-pressed through the shrinkage of revenues, in their efforts to care for indigents generally and for other social welfare activities; "Dominion assistance granted on grounds of financial necessity should be entirely separate from Dominion participation in expenditures for unemployment, occupational and agricultural aid, and should, therefore, be subject to separate conditions appropriate to it." (p. 39).

The Report then goes on to suggest what appears to mean the Dominion government taking over the entire cost and administration of unemployment relief (pp. 40-42). The Commission recognizes that

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C 138009

approval of the provinces has been invited to make necessary constitutional changes to establish a national system of unemployment insurance and employment service, and assumes that the Royal Commission will "take into account any change in financial obligations involved in this step." "The Commission also recognizes that the establishment of a national system of unemployment insurance would necessitate a supplementary system of unemployment aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by unemployment insurance. Such a supplementary system of unemployment aid would, in its opinion and for reasons stated later, be best administered by the Dominion" (p. 41). Such a system, in "its considered judgment .... would have decisive advantages over the present system in coping with the problems of employment and unemployment". In this way "adequate provision (would be made) in advance for those who are in need through unemployment and who are not eligible for unemployment insurance as set up, as also for those who, through prolonged unemployment have exhausted their insurance benefits". The view is expressed that, failing such a supplementary system of unemployment aid, there will be continued pressure to extend unemployment benefits under the insurance scheme beyond their actuarial possibilities, as well as pressure "for the renewal of emergency relief measures, with all the lack of economy and sound administration inevitable when such emergency measures are taken" (p.44).

With the above section of the Report, Commissioner Sutherland disagrees ("Memorandum of Reservations containing the reasons for Dissent" appended to Report) both on the ground that the Commission's terms of reference have been exceeded, and that the establishment of a national system of unemployment insurance does not necessitate a supplementary national system of unemployment aid.

The Report gives the expenditures of the Commission from June 1, 1936, to December 22, 1937, as $154,000.

E. A. P.

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Coll - National Employment Commission

For release 3.30 p.m. April 1st 1938

C 138010

NATIONAL EMPLOYMENT COMMISSION REPORT SUMMARY

Department of Labour, Ottawa

The Final Report of the National Employment Commission, tabled in the House of Commons by Honourable Norman McL. Rogers, Minister of Labour, is prefaced by a letter to the Minister, under date of January 26th, from Arthur B. Purvis, Chairman. After informing the Minister that he is transmitting the report, the Chairman mentions that certain questions which have come within the purview of the National Employment Commission are also being investigated by the Royal Commission on Dominion-Provincial Relations.

"For this reason the Commission has indicated in its report where certain actions would, in its view, be contingent upon such financial adjustments as may emerge from the report of the Royal Commission on Dominion-Provincial Relations," Mr. Purvis states.

Covering 70 typewritten pages, the report is signed by the entire Commission. A note is, however, appended drawing attention to the fact that Mrs. M. M. Sutherland, the only woman on the Commission, signed subject to certain reservations. A memorandum of 13 pages setting forth Mrs. Sutherland's objections, and signed by her, is attached.

Appendices to the Final Report include the Commission's Interim Report to June 30th, 1937, which has already been made public, various organization details, comparative tables of the Commission's relief registration, Information Service Bulletins, the Commission's Low Rental Housing Plan, and a study of "The Impact of the Depression on Various Groups in Canada."

At the outset the Commission states that the Final Report is divided into three sections having the following objectives:-

Section I. To review the employment and relief situations in the light of developments to date; to chronicle the status of Commission recommendations as outlined in the Interim Report, and to indicate what further steps should, in the Commission's view, be taken in the immediate future.

Section II. To examine more permanent plans and policies affecting problems of employment and unemployment under varying economic conditions, and to chronicle the Commission's views thereon.

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Section III. To recommend the provision of such administrative machinery as in the Commission's view, is necessary if its short and/or long range policies are to be given practical implementation.

"It is important," the report proceeds, "that it be borne in mind that while provision was made in the National Employment Commission Act of 1936 for the Commission to assume administrative and supervisory functions if the Minister so decided, its functions have in practice been advisory, with the exception only of the promotion campaign in connection with the Home Improvement Plan."

The Commission's anticipations in regard to industrial recovery, in the light of the readjustments which had already taken place at the time it was appointed, have been fully realized during the current year, the report continues. It compares employment levels in 1937 with those of 1929, regarded as a very favourable year, and indicates that in many lines of activity the employment index is at, or above, the 1929 level.

The report emphasises the importance of registration. "The Commission is more than ever seized with the necessity of maintaining and improving the record of all those receiving governmental Aid or Assistance, in view of the background this provides for arriving at remedial measures applicable to each different type of distress, or, where remedial action is impossible, for the care of differing groups on a permanent basis," it is stated.

Progress of the Home Improvement Plan, promoted by the Commission, is reviewed briefly. After pointing out that loans under the plan during its first year of operation, (to October 31st, 1937), numbered 29,963 and amounted to $11,721,129, the Commission expresses the view that its original estimate of total expenditures stimulated by the plan for the period ending March 31st, 1938, of from $60,000,000 to $75,000,000 will be attained.

"While it is not suggested that the Home Improvement Plan is in any way solely responsible for the improvement in employment in the construction industry, it is of interest to note that the Dominion Bureau of Statistics employment index figure for that industry rose from 99.6 on November 1, 1936, to 131.7 on November 1, 1937, while a shortage in skilled labour of the type particularly applicable to residential improvement work developed during the summer months in many centres throughout the country," the report states.

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While the Commission noted that "appreciable progress" was made last year in the use of facilities provided under the Dominion Housing Act, it found the revival in house construction had not kept pace with revival in other lines. It attributes this to the following causes:

I. The high cost of building a home, resulting in it being generally far beyond the cash resources of the would-be owner, and necessitating his investing all his savings and pledging his future earnings over an extended period of time,

II. The uncertainty of many citizens as to how long it will be convenient for them to live in a given locality, having regard to possible changes in their place of work,

III. The difficulty for the owner in getting his investment out of a house, if circumstances should require him to dispose of it,

IV. The uncertainty as to whether a given locality will as years go by become a more or less desirable neighbourhood in which to live,

V. The high rate of taxation on real estate, resulting in few people caring to risk their savings in an investment that may involve a complete loss if they find themselves unable to pay these imposts.

Referring to the fact that its low rental housing plan is attached as an appendix to the report, the Commission once more emphasises the importance of early action along these lines. It expresses the opinion that lack of adequate housing facilities for persons unable to pay an economic rent "is undoubtedly a breeder of unemployment."

Stressing the importance of the tourist trade as an employment factor, the Commission recommends "that the Dominion government set up an Advisory National Tourist Committee, representative of all the Provinces, to advise governmental and other interested bodies respecting policies and administration of such phases of the tourist trade as come within their respective jurisdictions or as may be deemed wise to be brought under Dominion jurisdiction, such advisory committee to be composed of a Minister from each Provincial government, a limited number of citizens interested in developing Canada's resources as attractions, representatives of the Canadian Association of Tourist and Publicity Bureaux, together with one or more Ministers of the Dominion government.

"The Commission submits that the following matters should be explored and advised upon:

- National Tourist Highways,
- Retail articles attractive to tourists on which import duties should be adjusted to reduce the sale price,

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Souvenirs, in order that they may be symbolic of the products, history, or art of the Dominion,

Handicrafts, in order that the native crafts and skills may be taught, demonstrated and their products exhibited so as to stimulate their production and sale,

Historic forts and sites, their restoration and marking,

Sports and competitive sports projects,

Accommodation improvement."

Emphasis is laid in the report on the need for "an adequate employment service." With respect to youth training plans, now effective throughout Canada the Commission states its decided view "that such rehabilitation efforts must be directed towards the absorption of trainees in due course into private industry, or into occupation 'on their own', in contrast to methods which result in an increasing dependence upon governmental bodies for the provision of gainful employment.

"It will also be apparent that in order to achieve this aim of ultimate absorption into private industry, it is essential that the support of employers and labour or, where established, of Advisory Councils functioning in connection with the Employment Serivce, be obtained during the formative stage of local attacks on rehabilitation problems. Only in this way can such projects as are devised to increase 'employability' be kept practical in nature and be confined to the necessitous unemployed (including particularly those on the relief rolls), so permitting of the liquidation of the residual problems arising from the depression relief measures."

Rehabilitation through land settlement is discussed in the report. The Commission, it is stated, has given study to this matter in particular relation to problems of direct relief presently being paid to farmers and settlers, exclusive of those in the drought areas of Western Canada. The Commission's recommendations were as follows:-

I. Assistance to settlement to be shareable by the Dominion, the Provinces and/or the Municipalities, and to be of two kinds, viz:

A. Assistance in establishing new settlements on unimproved lands,

B. Assistance in re-establishing on improved lands in good localities, settlers who are now located in districts unsuited for agriculture.

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In plans for increasing employability, agricultural rehabilitation must play an important part, the Commission states.

The immediate Commission policy has been directed towards a contraction in public works programmes at this stage of recovery, where formulated for the purpose of relieving unemployment, the report sets forth. "Experience in this and other countries has shown that such programmes fall short of their objective in that they:-

(1) duplicate the demand for skilled labour of which a scarcity has become evident in many centres, at the very time at which industry needs such skilled workers if it is to absorb the unskilled element still awaiting employment;

(2) overlook frequently the unskilled worker whom they are intended to help, unless the works in question are chosen with unusual care;

(3) create a feeling of dependence upon government for work opportunities and even attract people out of private industry into the field of governmental work;

(4) represent the most expensive method of putting men to work, so tending to restrict employment in private industry because of the discouraging effect of the resultant taxation burden.

"The Commission directs special attention to the urgency of its recommendations for correlating Dominion and Provincial Public Works and works projects programmes with financial provision to the Provinces under the Grants-in-Aid for Unemployment Relief, and points out that until this is done unnecessary wastage and overlapping will continue."

The Commission urges prompt modernization and extension of the Employment Service of Canada. This should be done "with a view to a better linking together of employer and employee; to providing focal points for attacks on local employment problems, and as a means of gauging the relative degree of employability of those in receipt of Aid. In discussions which the Commission has had in recent months, general agreement has been expressed by all Provincial governments as to the unsuitability of the existing set-up, and of the restricted services, of the Provincial Employment Services in fulfilling these vital functions.

"The Commission wishes to emphasize the urgency for action. It recommends that the Service be placed immediately under the direction of the Dominion government, both as to controlling principles and broad policies, but with provision for the appointment of strong regional directors, and

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regional advisory councils, to whom certain decentralized powers would be given, so as to ensure adequate weight being accorded, and attention being paid, to the problems peculiar to particular regions. The success of any nation-wide programme of local plans developed in order to disperse the remaining problem is undoubtedly dependent upon such reorganization."

After referring to the fact that the Commission issued a monthly bulletin in both English and French which was widely circulated, the report recommends that "irrespective of the existence of the National Employment Commission, factual information be regularly released to the public regarding the numbers of persons and type of distress involved, so as to ensure as wide an understanding as is practicable of the extent and nature of the problem."

A part of the report is devoted to reviewing briefly studies made and conclusions reached by the Women's Employment Committee of the Commission. This Committee expressed the view that "the school which occupies the child's life from infancy to adulthood should assume a greater responsibility in fitting that child for practical entry into gainful occupation, and that such preparation should be closely related to employment needs on leaving school."

It commented on the "relative unattractiveness" of household occupations to young women as an employment opportunity. Through a reorganized Employment Service of Canada much practical reform could be brought about voluntarily to improve conditions. For example, the report suggests, "such voluntary reform could establish standardization in the requirements of household service, standardization of the skill of workers, principles of fair dealing between employer and employee, vocational guidance to direct the right girl into the service, and a follow-up service to readjust malplaced workers.

"In the case of the older employable self-dependent women on relief (and most of the 4,390 self-dependent women on relief are in the upper age brackets), the Women's Employment Committee is strongly of the opinion that an assessment of their individual capabilities should be undertaken by trained women placement officers, and opportunities provided for training and retraining for specialized services.

"Finally, the Women's Employment Committee is of the opinion that the Dominion government can render a genuine service to all gainfully

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occupied women, particularly in industry and trade, by establishing in the Dominion Department of Labour a Women's Bureau to undertake research in connection with the employment of women, and to provide the machinery for educating the public to the point that working conditions and wages are improved, all to the end that employment conditions for women may become more attractive."

In concluding the first section of its report the Commission summarizes under four main heads measures it considers will be necessary if advantage is to be taken of improved economic conditions to disperse the problems which have arisen in connection with provision of Unemployment Aid in recent years, as follows:-

(1) Utilization and further development of the statistical breakdown achieved by the Commission since September, 1936, to overcome the present confusion of purpose by segregating the many different types of distress in the different local centres. This to be done with a view to remedial action, and where remedial action is impossible, to a better considered and more permanent basis for taking care of such types of distress.

(2) Abandonment at once of the present method of making undiscriminating grants for the purposes of the "dole", and substitution therefor of specific grants tying in with the remedial or "care" measures foreshadowed in (1). Such new grants to be made only on a basis of established need, and with adequate administrative controls and follow-up.

(3) Development locally, but on a nation-wide scale, of practical plans, suitable to employment opportunities likely to be available in each region, which will tend to increase the "employability" of those still receiving Aid. This to be done by means of:-

(a) plans to train those in the younger age group who in recent years have lacked experience in gainful working;

(b) plans to restore the skill, physique and morale of those in the middle age group;

(c) works projects which will provide a measure of useful work for those, particularly in the older age groups, for whom plans under (a) and (b) would be unsuitable. This to be on the understanding, however, that such projects will meet the following criteria:-

(i) Importance in stimulating increased non-governmental expenditures; e.g., roads into mining or tourist areas.

(ii) Economic importance in improving the competitive position of industry, particularly of export industries; e.g., improvement in dock facilities; afforestation or other conservation measures.

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(iii) Value in absorbing a high proportion of the type of labour available in the district in question, while at the same time making but slight demands on those types of labour of which a scarcity is becoming increasingly apparent; e.g., projects calling for a high proportion of unskilled labour such as elimination of grade crossings.

(iv) Low operating costs and low permanent overhead charges (interest, etc.,) in order to permit of economies for governmental units as conditions improve; e.g., reclamation works; land clearance, etc.

(v) Social value to the community, e.g., sewerage and park or other beautification projects.

(4) Prompt establishment of a modernized Employment Service, under national direction so far as all broad principles and policies are concerned, but with such measure of decentralization as will provide effective handling of problems peculiar to each Province. This Service to provide the administrative local units required to bring about the separation of employables from unemployables, and to formulate such local plans (see 3) as will increase "employability". To this Employment Service would be attached regional and, where necessary, local advisory committees, of community-minded citizens, including representatives of employers and labour, in order to ensure that such plans are really practical instead of theoretical.

The second section of the report consists of a study entitled "The Impact of Depression on Canada." In it the Commission advances the view that "by persistent and intelligent development of the material and human resources of Canada, the standards of living and the economic security of all groups of citizens can be continuously improved." As the fortunes of Canada are "inextricably bound up with those of the great industrial countries of the world," this Dominion "must be prepared to meet business fluctuations, whether large or small, which may arise from circumstances over which it has no control."

The report defines an economic depression as "a state in which the national income falls below attainable levels not because of any shortcomings in the tecnique of production or in the bountifulness of nature, but because maladjustments of costs and prices (themselves arising from a great variety of of causes) prevent the use of labour, capital, and resources to the extent that they have hitherto been used. Though crop failures and other disasters may intensify the distress arising from depression, unemployment of labour, capital, and resources is of its essence."

"For countries such as Canada, i.e., debtor countries, deriving a relatively high proportion of income from the sale of exports, economic fluctuations, including their depression phase, are largely external in origin and,

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to a degree, uncontrollable. The main responsibility for controlling world depressions must fall on the great creditor and industrial nations of the world. Though Canada may make contributions toward such control, governmental and business policy can be most effective, in the main, in restraining excessive and misdirected investment and in facilitating Canadian readjustments to changed world conditions of prices and costs."

After analysing the factors which cause depression, this section of the report cites the following points which indicate the proper direction of policy: "(a) the importance of prudence and courage on the part of governments in curbing expenditures and reducing debts in periods of rising revenues, (b) the great advantage of intelligent and informed control of credit by the Bank of Canada, (c) the necessity of a reorganized and modernized Employment Service, (d) the need for financial and administrative preparation for the relief of unemployment distress during a period of readjustment, (e) the desirability of provision for expansion of public expenditures when essential readjustments have been completed, and (f) the importance of projects to maintain and increase the employability and resourcefulness of workers."

In its Interim Report the Commission strongly recommended that "so long as the present constitutional basis exists, the method introduced in 1934 of granting Aid on a temporary basis, without definite or adequate control, should be abandoned by the Dominion and the following basic principles accepted:

1. That the primary responsibility for the relief of distress should remain with the Municipal authority and/or the Province;

2. That the Dominion should contribute thereto only when in its view it is shown that a practical necessity exists because of the unusual nature or extent of the distress;

3. That the Dominion should attach such conditions in the granting of such Aid as it deems necessary and proper with due regard to -

   (a) careful co-ordination of effort, and

   (b) supervision through the designation of a proper Dominion authority.

The Commission participated in conferences between representatives of the Dominion Department of Labour and of the respective Provincial governments held for the purpose of discussing new agreements along the lines of the Commission's recommendations.

The Final Report refers to the fact that the Dominion government has already invited approval of the Provinces to constitutional changes "required in connection with the introduction of a nationally administered system of

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Unemployment Insurance and Employment Service." The Royal Commission on Dominion-Provincial Relations will, it presumes, take into account any changes in financial obligations involved in this step.

"This Commission," the report proceeds, referring to the National Employment Commission, "also recognizes that the establishment of a national system of Unemployment Insurance would necessitate a supplementary system of Unemployment Aid to meet those phases of unemployment need which experience abroad has shown cannot be covered by Unemployment Insurance. Such a supplementary system of Unemployment Aid would, in its opinion and for reasons stated later, be best administered by the Dominion. This further step would necessitate determination by the Royal Commission on Dominion-Provincial Relations of the financial basis on which such a system should be established, and in the light of all relevant considerations, of the wisdom of further constitutional and financial changes. The National Employment Commission does not consider it to be within its competence to express an opinion on these changes, other than to record its considered judgment that if financial and constitutional considerations should permit, the co-ordination of a nationally administered system of Unemployment Insurance and Employment Offices, buttressed by a similarly administered system of Unemployment Aid, would have decisive advantages over the present system in coping with problems of employment and unemployment."

Responsibility of the Provinces and Municipalities for relief of distress arising from causes other than unemployment, is stressed in the report. "It should be made clear that under the system outlined the responsibility for the relief of distress other than that arising from unemployment as defined by the Dominion government Employment Service should lie with the Province and its creature, the Municipality," it states.

"In the establishment of Unemployment Insurance some financial provision will have been made for unemployment, and also a most important administrative provision for dealing with problems of employment and unemployment, but experience in other countries shows most definitely that an Unemployment Insurance scheme cannot be expected to carry the full burden of all unemployment," the report continues. "An assumption that it is only necessary to provide a system of Unemployment Insurance would, in fact, almost certainly

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lead to a complete breakdown. Unemployment Insurance can provide for casual unemployment and unemployment incidental to the changing of jobs and to the inevitable shifts of industry. Further it would, during the past depression, had it been in operation, have taken care of a considerable number of those who have been in receipt of relief for but short intermittent periods because work has been available to them from time to time.

"However, it is necessary to make adequate provision in advance for those who are in need through unemployment and who are not eligible for Unemployment Insurance as set up, as also for those who, through prolonged unemployment, have exhausted their Insurance Benefits. Unless this is done it is certain that there will be continued pressure of public opinion to force extended benefits under the Insurance Scheme even though these may not be actuarially sound. Or, there will be pressure for the renewal of emergency relief measures, with all the lack of economy and sound administration inevitable when such emergency measures are taken. In the latter case the burden of providing for unemployment need in the case of those not covered by the Insurance Fund or for those who have exhausted their benefits, thus placed upon the Provinces and/or Municipalities, will only add to the popular agitation for extended Insurance Benefits the interested pressures of these Provincial and Municipal governments.

"It seems clear to the National Employment Commission, therefore, that a system of Unemployment Insurance ultimately necessitates, in addition, a system of nationally administered Unemployment Aid for the purpose of caring for need arising from unemployment not covered by Insurance Benefits. The administration of Unemployment Aid should be carried on along with that of Unemployment Insurance, although, of course, the Unemployment Insurance Fund must be kept entirely separate. The Employment Offices should also be under the same co-ordinated administration, and provision in all cases must be made for reasonable regional decentralization."

It is the view of the Commission, as expressed in the report, that "Unemployment Aid should be similar to Unemployment Insurance in that only such persons as have been hitherto employed, as have been self-supporting, and/or who are now employable, should be eligible for Aid. These facts should be determined by the Employment Service, suitable provision being made for referees

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in disputed cases. Aid, however, would differ from Insurance in that it would be proportioned to need and not to the contributions made to any fund. It would follow, therefore, that individuals in need and eligible for Unemployment Aid, as distinct from Unemployment Insurance, would not be entitled by statutory right to stated amounts, but that the Aid given would be modified in proportion to the means which the applicant had for providing for his own needs."

The Commission considers it desirable that as far as possible those in receipt of Unemployment Aid should be required to work for the Aid received. "Contingent upon assumption by the Dominion government of administrative responsibility for Unemployment Aid, in order to permit of properly planned works for the older age group and training and reconditioning projects for the younger and middle age groups, and to ensure that financial provision will be made for them, it is recommended that Provinces shall undertake, on their own behalf and on behalf of their Municipalities, to provide the expenses of materials, equipment, and supervision of suitably planned works approved by the Dominion, originated to provide an opportunity for those in receipt of Aid to work for the Aid given, and to receive such training and reconditioning as may be required to maintain or increase their employability. Under such projects the individual should be allowed to work only until he has earned, at usual wages for that class of work approximately the Aid given for a particular period."

Provinces and Municipalities should plan in advance, to the fullest extent possible, such special works projects as would in times of stress help to provide work for those receiving Aid. Works projects developed should not be such as to displace employed labour. Dominion approval for them would be required.

While Unemployment Insurance is necessarily restricted to those within the insured classes, Aid should be extended to those in need who are capable of, and available for, employment, as certified by the Employment Service, the report states. "These would include not only wage-earners but also workers on their own who found themselves in need through being out of occupation. In this class it is important to note, however, could not be included such categories as farmers and fishermen who are still at work but by reason of drought, low prices, or other circumstances, are unable to earn enough by their occupations to provide for their needs. Provision for this latter class involves such careful consideration of local standards of living, supplementary earnings, property ownership, and other factors, that it should be left to Provincial and Municipal responsibility. Neither would it include those whose need is social. Dominion administration in these fields is definitely handicapped and dependent on others for local knowledge. While there may be financial reasons why the Dominion should help

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when serious problems of this type arise, it is a financial question that is involved and as such is commended to the consideration of the Royal Commission on Dominion-Provincial Relations."

The Commission envisages: "a unified administration of Unemployment Insurance, Employment Service of Canada and, as a corollary, of Unemployment Aid through which financial and administrative provision could be made for dealing with unemployment, and with certain phases of loss of occupation, as they arise. Certain other phases of occupational distress already mentioned, along with assistance and relief required because of social, as distinct from economic, distress, would not be included in such unified financial and administrative provision. While in the former case the administration and the responsibility would be national and unified, it would not operate in a rigidly uniform manner, but would be subject to such decentralization as has been found practicable in national business organizations in this country.

"It should be emphasized that the limitations of the existing financial and constitutional framework and the broad functions of the Royal Commission on Dominion-Provincial Relations in viewing suggested readjustments in the light of all relevant considerations, are fully recognized. The National Employment Commission feels, however, that it would be failing in its responsibilities if it did not record its opinion formed out of its experience with problems of employment and 'relief' that since the Dominion government has already invited the co-operation of the Provinces to achieve a national system of Unemployment Insurance it would be in the interests of sound and economical administration that a unified and co-ordinated system of nationally administered Unemployment Insurance, Unemployment Aid and Employment Service be instituted. In stating thus its opinion the Commission is not judging the financial abilities of the various governments nor the source from which the funds should be derived; nor has it given consideration to any compensating readjustments which might be considered a necessary part of such a system: all these matters it considers to be beyond its purview. It is, however, recommending that the Royal Commission on Dominion-Provincial Relations give consideration to the views here expressed, as well as to the many other relevant factors which fall outside the National Employment Commission's terms of reference."

The Commission recommends steps for co-ordinating public Aid, Assistance and Relief with Voluntary Aid. It suggests:-

"1. Conference and consultation first between Dominion and Provincial governments (and, through Provincial governments, with Provincial and Municipal authorities where practical necessity indicates such a course to be advisable) with a view to establishing definite lines of responsibility for differing types of distress, such discussions to be followed later by further conferences with voluntary agencies in order to develop practices most likely to lead to effective co-ordination of State and voluntary effort;

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2. Adoption and use of common terms, record forms, common statistical records and reports, and common procedures in accounting;

3. Isolation and treatment along special lines of problems requiring differentiation in attack."

Dealing with public expenditures, the Commission states "that hastily conceived or impromptu programmes of public works are dangerous and likely to be abortive. Such works are likely to be ill planned, their character and location is likely to be determined by immediate political considerations, and, if adequate financial preparation has not been made by the governments concerned, the credit position of the governmental unit in question may be jeopardized, thus reducing public confidence and promoting further contraction of private expenditures."

The initial burden of unemployment should be borne by Unemployment Insurance and Unemployment Aid, the report asserts. "It is sufficient in the initial period that governments should not violently contract expenditures, though this should not be understood to mean that governments should not continually strive for the most economical administration. Also, the case for expansion of public expenditures will be much stronger in Canada if expansion is already taking place in the large creditor countries, more particularly in the United States and Great Britain."

When works to relieve unemployment are undertaken, the Commission finds they may properly include:

"Building of highways to permit the development of mining, tourist and other resources;

Development and preservation of tourist regions;

Projects for the improvement and protection of public health and safety, (such as provision of Municipal pure water supply and sewage disposal projects, elimination of railway and highway grade crossings, etc.);

Slum clearance and low rental housing schemes in urban areas;

Forestry plans for extending and preserving forests;

Reclamation and conservation projects;

Land clearance and settlement projects where the conditions are clearly favourable to successful settlement."

"It is desirable" the report states, "that similar programmes should be undertaken simultaneously by Dominion, Provincial and Municipal governments, but the Commission is of the opinion that while a co-ordinated programme may well be developed, the work on any particular project should be financed

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and administered independently by each government. Having reviewed the experience of the past seven years, the Commission is of the opinion that works, jointly financed and jointly undertaken, have with some important exceptions such as the construction of roads into new mining and tourist areas, been singularly ineffective in combatting unemployment."

Measures for stimulating private expenditures, of which examples are to be found in the Dominion Housing Act, and the Home Improvement Plan are necessary in addition to any public works programme.

"In the field of slum clearance and the development of low rental housing for those whose earning capacity does not enable them to live under conditions which are conducive to their own health and employability, or indeed to the public health, direct subsidizing of private and local initiative, whether by cash subsidy or by loan at less than commercial rates of interest, is desirable," the Commission states. "This is only so, however, if adequate care is taken to ensure, first, that there is a supply of unemployed labour of the type required and, secondly, that the benefits of subsidization will go to the low income groups whose position it is desired to benefit."

The report comments on "the restrictive and harmful effects which increasing taxation has upon private expenditures in productive industry, and, therefore, upon unemployment."

"A taxation policy that discourages industry from building up reserves will leave industry too weak to cope with adverse conditions; will hasten the coming of another depression, and will throw the entire burden of unemployment on the shoulders of the government as soon as the depression appears," it says.

"The Commission desires to direct the attention of the Royal Commission on Dominion-Provincial Relations to the possibilities of granting some relief under the income tax for expenditures actually made in replacing obsolete industrial equipment. It suggests that a special allowance might be made under the income tax law for expenditures made in replacing obsolete plant and equipment."

The problem which exists "because of the heavy burden of taxation placed upon land and buildings," is also mentioned. The Commission "is of the opinion that this heavy burden, which has increased rather than decreased during the period in which property values have declined so drastically, has

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been a direct deterrent to the recovery of private expenditures in the field of building construction; and that such tax readjustment as is possible and equitable would have a beneficial effect in promoting more rapid recovery in these trades."

Dealing with the effect on employment of limitation of daily and weekly working schedules, the Commission lays it down as fundamental "that employment in the production and distribution of goods or in services will not be increased by reductions in daily or weekly working schedules if the result of so doing is so to increase costs or reduce quality as to either decrease output or retard expansion of the market for such goods or services."

It is suggested that employment might be expanded considerably if employers conducted an examination to ascertain "whether within their own industries the minimum number of working hours, consistent with the maximum efficiency in cost and quality of production and distribution, has been achieved."

"Large retail distributing establishments can also do much to assist in dissolving remaining problems in connection with Unemployment Aid by co-operating, where within their power, in pursuing an even buying policy", the report asserts. "Where orders are withheld for any protracted period, resulting in manufacturers having to close down their operations only to find themselves faced a few months later with a delayed demand which necessitates overtime working, inevitably there results, first, an unnecessary drain on the public purse in that workers frequently receive Unemployment Aid while the factories are closed down, and, second, unnecessarily high manufacturing costs, tending towards restricted demand because of higher selling prices."

The Commission discusses the effect on unemployment of the increasing use of labour-saving devices. It finds that looked at broadly "mechanization in both primary and secondary industries can be encouraged to the maximum where production of more or better quality goods results thereby, provided that a fair proportion of the extra economies resulting from these developments is expressed in the form of lower selling prices or better consumer value; and/or reduced hours of labour or higher wages for those involved. Still more should mechanization be encouraged where the result is the production of new types of goods or better service."

Canada, it is pointed out, must retain her trade position in competition with other countries. Should Canada lag behind in achieving

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advantages to be derived from technical improvements, the numbers of workers engaged directly and indirectly in obtaining her proportionate share in the export markets would dwindle.

The Commission realizes that introduction of labour-saving devices in particular industries or areas sometimes deprives workers of their livelihood. Here it finds a national responsibility ensues. This, the Commission states, can be met partially by Unemployment Insurance "and more importantly, by special measures made effective in such cases to transfer workers to new fields of available employment, or to train them where necessary for different work from that to which they have been accustomed."

In regard to rehabilitation and training measures, the Commission states that "an adequate supply of skilled or semi-skilled labour is an essential at all times for the efficient carrying on of commercial, industrial and agricultural or other primary activities. The number of unskilled workers that can be placed in employment depends, to a considerable extent, upon the adequacy with which this requirement for the more skilled worker can be met."

The main responsibility for rehabilitation and training, other than that which falls on industry itself, rests with the Provinces, the report sets forth. "Although the recommendations respecting rehabilitation of older groups have not yet been put into effect, the operation of the youth training schemes, while handicapped by the lack of an adequate administrative field organization, has demonstrated their value and provided some experience upon which permanent schemes for training and rehabilitation of unemployed workers can be framed." In any future period of extended unemployment projects should be initiated sufficiently early to prevent necessitous young people from losing their morale and to ensure as far as possible the maintenance of the skill, physique and morale of the older group.

The Commission expresses the view, "that apprenticeship and learnership courses should be available at all times to meet the requirements of industry. These are constantly changing as a result of differences in type of product and methods of production. The main financial burden of this training work should necessarily fall upon industry, and thereafter the field is peculiarly a Provincial one. Indeed many of the Provinces have already provided by legislation for permanent machinery in respect to apprenticeship. The Commission feels, however, that the Dominion government could extend useful co-operation

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by establishing a division in the Department of Labour for the purpose of initiating and extending apprenticeship and learnership plans throughout the Dominion."

The final section of the report deals with the question of what administrative machinery will be necessary if Commission recommendations are to be implemented in practice. Steps to carry out immediate as well as long range Commission recommendations are summarized under separate headings. So far, it is pointed out, the Commission has functioned almost entirely in an advisory capacity. This phase of the work is substantially completed, and a different type of activity, administrative as distinct from advisory, is required.

"The complex nature of the work still involved, the considerable period required to produce effective results, entirely apart from the administration of such services as are permanent in nature (e.g., Unemployment Insurance as and when established) and the policy considerations and co-ordinating efforts required, make it quite evident that something more than the departmental machinery already existent will be required," the report states. "In fact, to leave this work in the hands of officials already over-burdened with their regular duties is to ensure a failure to solve this most urgent phase of national problems.

"Bearing in mind that the carrying out of the recommendations will require co-ordination of activities between departments of government, between Provincial and Dominion governments, as well as collaboration with industrial and labour organizations, it is recommended that the National Employment Commission be succeeded by a small administrative committee to be entrusted with the practical implementation of National Employment Commission recommendations as approved by the Dominion government. It is recommended that such an administrative committee be directly responsible to the Minister of Labour and be charged with the administration of such functions as Registration, Employment Service, Training and Rehabilitation Projects, Grants-in-Aid, Publicity, etc. As and when a national system of Unemployment Insurance is enacted, an independent commission to administer the plan would presumably be required and at that time the functions of related activities could be better co-ordinated under one administrative unit.

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"In addition to, and working in co-operation with, the administrative committee already recommended, the Commission, in connection with its recommendations on 'Public Expenditures', has formed the view that desirable objects could be attained if there were in existence an inter-departmental committee of officials - upon which the administrative body recommended would also have representation - this inter-departmental committee to be charged with the duties:-

(a) of examining from time to time and carrying on studies of economic changes likely to affect the volume of employment, and

(b) of providing the government with factual analyses on which the government might base its decisions to expand or contract expenditures.

Such an inter-departmental committee might also be the medium through which plans could be developed in the appropriate departments for postponable public works to serve as a means of contraction and expansion of public expenditures.

"The Commission does not feel competent to prescribe precisely the composition of such a body, nor to lay down rigidly its relations to other governmental machinery. Its experience has convinced it, however, of the importance of providing a basis of knowledge for the consideration of policies transcending the limitations of individual departments. It would be essential that such a body should be so constituted as to ensure the most careful consideration by the government of its findings. It may be that this could be best achieved by making such a committee responsible to a sub-committee of the Cabinet."

The report closes with expressions of appreciation to all those who have assisted the Commission during its period of office.

REASONS FOR DISSENT OF COMMISSIONER SUTHERLAND

Commissioner Mary M. Sutherland dissents from Chapters C and D of Section II of the report. In her "Reasons for Dissent," which follow the report, Mrs. Sutherland states that the Commission in its Interim Report fixed the prior obligation in meeting dependency definitely on the

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Provinces or, in turn, the Municipalities, as long as the present constitutional basis exists.

Nothing has happened to alter the constitutional basis existing at the time the Interim Report was submitted, Commissioner Sutherland says, but notwithstanding this the Final Report supports a change of administrative responsibility for Aid, with which she disagrees.

"In the dissenting opinion it does not follow by any means that Dominion Unemployment Aid should become a 'corollary' to Dominion Unemployment Insurance. The action of the government in seeking to initiate Unemployment Insurance is interpreted to indicate an acknowledgment by the Dominion of the heavy burdens the Municipalities and Provinces are bearing on account of relief and a willingness to assist them, in a specific and defined way, in meeting the costly responsibility that is primarily theirs. The Dominion has chosen to assist by relieving the primarily responsible governments of that portion of such burden as results from unemployment which the Dominion believes can be met by some scheme of Unemployment Insurance. The primary responsibility for relief of distress remains, as always, with the Municipality and/or the Province, and should remain there.

"Neither does it follow, as the Final Report represents, that unless there is a system of Dominion Aid for the relief of other distress resulting from unemployment the Insurance Fund is liable to become actuarially unsound in a serious depression because continued pressure of public opinion may force extended benefits when Insurance Benefits have been exhausted or force on to the fund persons who should not be beneficiaries. That would be impossible under the Canadian federal system of allocations of jurisdictions and responsibilities between Dominion and Provinces, each with certain sovereign powers."

Commissioner Sutherland asserts that "to represent that the Dominion should assume administration of the relief of distress resulting from unemployment and loss of occupation is to seek to destroy something that is fundamental in the spirit and pact of Confederation. It is to deprive Provinces of a responsibility and power that is their sovereign right. It is to add one more measureful to the volume of opinion already in existence in certain parts of Canada, which favours wider centralization of responsibility and power in the Dominion." She goes on to say that "to divide the jurisdiction

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that has been exclusively the Provinces' is to reduce the rights and powers of the Provinces. It is an unsporting attempt, because it is made at a time when the Provinces are under serious obligation to their creditors, to wrest some of their power from them; other powers would follow inevitably."

The Provinces have not made any representations to the Commission that they should be relieved of the responsibility for Aid, the dissenting report declares. It considers "such a change of responsibility for administration of relief of distress as proposed in the Final Report is very unfair to the Dominion."

Mrs. Sutherland expresses the view that "there is a fundamental basis, that transcends in importance all others, for leaving the primary responsibility for the relief of distress arising from loss of income because of no work with the Municipal authority and/or the Province. It is that in a democratic government the individual has a more responsible attitude to and interest in government to which he pays his taxes directly and which he sees functioning for himself and his neighbours. The further removed and more centralized government becomes and the less direct its taxing powers, the less easily can the individual relate his own responsibilities to its functions. No matter which government is responsible for and administers relief of distress arising from loss of income because of absence of work, there will be constant pressure to increase the benefits and to enlarge the base of admittance to benefits. If responsibility and administration are centralized in the Dominion government, the important counter-pressure from local taxpayers will be eased."

The dissenting Commissioner predicts that the change proposed in the Final Report might eventually go much farther than is apparent at first glance. "Eventually the change, almost certainly, would result in the Dominion assuming the care of indigency resulting from unemployment, the debts of the Provinces on account of relief, and sole responsibility for training and retraining schemes for unemployed youth. The Dominion must be prepared to face the claim, which almost certainly would be made, that the acceptance of the new principle should obtain from the initiation of the distress and should be applicable to all the distress resulting from loss of employment and loss of occupation," she asserts.

In concluding it is submitted:

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"1. That Chapters C and D of Section II should not have been included in the Final Report of the National Employment Commission because the subject of their discussion is outside the Commission's reference;

2. That, having been included, it becomes necessary for the undersigned to dissent from the Chapters, believing:

(a) That it is fundamental that the primary responsibility for the relief of distress (in our reference distress resulting from unemployment or loss of occupation) should rest on the unit of government nearest the applicant, the Municipality and/or the Province, the Dominion contributing thereto when, in its view, a practical necessity exists because of the unusual nature or extent of the distress;

(b) That Dominion Aid or relief is not a 'corollary' to Dominion Unemployment Insurance;

(c) That the present allocation of functions and responsibilities implicit in the British North America Act between the Dominion and the Provinces is a sufficient safeguard against possible bankruptcy of the Insurance Fund under a Dominion contributory Unemployment Insurance scheme."

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Coll - National Employment Commission

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Precis of press comment following the final report of the National Employment Commission:

The press throughout the Dominion has been unanimous in expressing the view that the members of the Commission deserve much credit for a very comprehensive study of a difficult problem, and for many practical and valuable recommendations. In the selection of Mr. Purvis as Chairman, Le Soleil feels that Mr. King has again proven that partisanship does not enter into his appointments. The Winnipeg Free Press believes that the recommendations of the Report are all well considered and constructive, and hopes they will be largely implemented, and the Montreal Gazette that they are "generally sound". The Montreal Star thinks it is "one of the most important documents in years", and the Vancouver Sun that it contains the "most constructive programme ever urged in Canada". Similar expressions are contained in many other papers. The London Free Press, in commending Mr. Purvis for his work, hopes that this report "will not meet the fate of so many Ottawa appointed Commissions".

The recommendation of the Commission that a system of unemployment relief, for which the Dominion would accept full responsibility, has been recognized as the most important phase of the Report, and has received wide approval. There has been general agreement that unemployment insurance, relief, and a nationally-administered employment service are related subjects, and that the insurance alone would not be an adequate solution of the problem. The Montreal Star feels that "provision must be made for those who cannot qualify for benefits, and for those who exhaust their benefits over long periods of idleness". The Winnipeg Free Press finds it most satisfactory that the Purvis Commission "thinks it is best that the Dominion assume entire responsibility for unemployment", and adds that "a nationally administered employment service is an urgent necessity". The Toronto Globe and Mail feels that insurance and relief are related subjects, and should have "uniform,well-planned administration", and Saturday Night that its argument over many years for such a system has been justified by the Purvis Report.

While the Lethbridge Herald believes that the federal government is the authority "having the widest powers and best able to meet the situation", the majority of the leading papers have recognized that there are many difficulties which would have to be overcome before the recommendations of the Commission with respect to unemployment and relief could be put into effect, and it is

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felt to be highly improbable that the Dominion Government would accept full responsibility for unemployment and relief unless it is permitted to carry out its insurance plan. "It is up to the provinces, therefore, to say whether unemployment is to be dealt with in a business-like way", writes the Edmonton Bulletin. The Regina Leader-Post does not see why the Dominion cannot cooperate with those provinces which are willing to cooperate. Le Journal has not been convinced that a constitutional amendment is necessary, and suggests that a system of unemployment insurance, similar to old age pensions, be initiated.

The Financial Post thinks "it must have been a bomb-shell to the federal government to find this body of its own creation recommending that national unemployment insurance in Canada, to be administered successfully, should be operated hand in hand with federally administered relief", and suggests that the government was not aware of this implication when it announced its unemployment insurance plan. "The recommendations of the Commission on these subjects are particularly striking", they continue, "in view of the attitude expressed in its interim report that primary responsibility for relief rests with provinces and municipalities". A few of the other papers are in accord with the Financial Post in believing that the Report must have been embarrassing to the government, but others - among them the Winnipeg Tribune, the Ottawa Citizen, and the Windsor Star - feel that it is not basically embarrassing because of its qualifying conditions. The latter publication, without suggesting that the Commission was influenced by the government, notes that the recommendations it has submitted "more or less closely conform with the very things the government had in mind", and adds "it is significant that the recommendations are contingent upon the conclusions of the Rowell Commission with respect to the redistribution of economic and financial powers between the Dominion and the provinces.

It is generally expected that the government's policy will be that it can hardly assume added responsibility without compensating additions to its sources of revenue, and that a likely assumption is that the present system of grants in aid will be maintained until the report of the Rowell Commission is received. Saturday Night and the Toronto Globe and Mail, however, do not see why this should be necessary.

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The Lethbridge Herald suggests that, if the government would issue a statement accepting the Commission's suggestions, it would go a long way towards creating public opinion favourable to the insurance and relief plans, and the necessary amendment to the B.N.A. Act, and Saturday Night feels that, were the government to immediately take over all responsibilities which are constitutionaly available, it would have a much stronger argument in seeking the amendment. The latter publication expresses the opinion that it is the Dominion's insistence upon the provinces retaining heavy financial responsibilities in connection with relief which has resulted in the provinces standing guard "so ferociously" over their own sources of revenue. The Montreal Herald regrets that present conditions are not conducive to the sane and careful consideration which the Report deserves, and that the two largest and most powerful provinces will not welcome recommendations for a national scheme which will strengthen the federal hand.

It is generally felt to be extremely unlikely that any action will be taken in connection with the statement of one province that it is ready to assume responsibility for unemployment if it could have the income tax field to itself, as there would be no assurance that, even with this added revenue, the province would be able to handle the situation. "The conclusion is more probable", says the Windsor Star, "that the Dominion would be prepared to recognize unemployment as its responsibility if it could have income tax and possibly other fields of revenue, to itself". They add that this Administration, more than any other, has shown greater inclination to centralization of authority. Le Journal also comments on this angle, and says that centralization is taking "an alarming growth", and that those who oppose Mr. Duplessis fight for autonomy do not understand the situation.

The Financial Post believes that the recommendations of the Purvis Commission may greatly influence the report of the Rowell Commission, and remarks several times that it may provide a major issue in the next general election campaign.

The Regina Leader-Post and the Montreal Gazette are alone in disagreeing with the view of the Commission that unemployment and relief should be entirely a federal responsibility. The former believes that for the municipalities to retain some responsibility would be good for "the body politic", and the latter that, while the Commission has done very valuable work, the whole programme is based on an erroneous conception of governmental responsibility. "It establishes a federal responsibility which should belong to the authorities most directly in touch with the relief recipients", they add.

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None of the press has done more than remark on Mrs. Sutherland's dissention. Saturday Night feels she has taken a "horse and buggy" attitude and that, by dissenting, has only strengthened the majority report.

D/

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MEMORANDUM FOR THE PRIME MINISTER:

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NATIONAL FILM BOARD

Attached is Mr.Euler's letter on this subject,with a suggested reply. X

You will recall that Massey wrote you some time ago very strongly recommending Grierson. He has done excellent work in documentary films in the United Kingdom,and I think the suggestion in Robertson's memorandum(copy attached) as to getting him for a year or so would be an excellent solution.

I think there is a good deal to be said in these days of publicity for an effective use of motion picture publicity centred at Ottawa - both for external and internal effect.

OD?

X reply signed collectively [illegible] -
Suggest word 'Ed Magni' be changed to 'Euler'
at beginning before letter sent
14-1-39. [illegible]

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CONFIDENTIAL

MEMORANDUM FOR DR. SKELTON

Attached hereto is a second draft of the National Film Board Bill which was submitted to the meeting of representatives of Departments engaged in film activities in the House of Commons this afternoon. Major Parmelee presided at the meeting which was attended by representatives of the Departments of Finance, Trade and Commerce, Fisheries, Mines and Resources, Transport, Post Office, National Defence and External Affairs. Mr. Grierson was present to explain the provisions of the Bill, assisted by Mr. MacNeill of the Department of Justice. The Bill, as amended by the inked corrections, was approved by the representatives of the Departments immediately concerned, and will be submitted to Council for its consideration by the Minister of Trade and Commerce shortly.

I think Grierson has made out a very good case for the changes in the present set-up recommended in his Report, and the Bill as it stands will provide the necessary legislative authority for co-ordinating Government film activities. Whether it can do more than effect economies and the rationalization of present procedures, i.e., whether it can really improve the quality and character of our film propaganda will depend very largely on the capacity, tact,

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and imagination of the first Government film officer. That the present situation needs the wholesale re-organization of functions provided for in the Bill is a reflection on the adequacy of the present film officers, and presumptive evidence that Badgley, though a really good technical man, is not the person to be given administrative responsibility for the set-up envisaged in the present programme. I think the best chance of getting the work under way smoothly and efficiently would be to put it under the direction of Grierson or somebody of his calibre for the first year or two. An outsider, particularly an outsider of his capacity and experience, will be much better equipped to smooth out the interdepartmental jealousies which are, in part at least, responsible for the inadequacy of the work now being done.

The Bill as it stands seems to be in pretty good shape. It should not be very controversial. If the Government view it favourably there is a lot to be said for introducing it early in the Session and getting the new establishment set up as quickly as possible. A certain measure of speed at this stage seems particularly necessary if we are to engage Grierson and let him get on with the job.

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An Act to create a National Film Board

His Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:

Short Title

1. This Act may be cited as the National Film Act, 1939.

Interpretation

2. In this Act, unless the context otherwise requires,

(a) "Board" means the Honorary Advisory Film Board;

(b) "Minister" means the Minister of Trade and Commerce;

(c) "Commissioner" means the Government Film Commissioner appointed under this Act;

(d) "Bureau" means the Government Motion Picture Bureau.

3. There shall be an Honorary Advisory Film Board which shall be known as the National Film Board.

4. The Board shall consist of the Minister, who shall be Chairman, another Member of the King's Privy Council for Canada, and six other members, three of whom shall be senior Government officials and the remaining three members shall be chosen from persons outside the Civil Service of Canada.

(2) The members of the Board, other than the Chairman and a further member of the King's Privy Council for Canada, shall hold office for three years, provided that of those first appointed, one-third shall be appointed to retire in one year, one-third in two years and one-third in three years.

(3) Retiring members shall be eligible for re-appointment.

(4) Each member, except the Chairman and a further member of the King's Privy Council for Canada, shall hold office during pleasure for the period of his appointment, but may be removed for cause at any time by the Governor in Council.

(5) In the event of a casual vacancy occurring on the Board, the Governor in Council shall appoint a person to fill such vacancy for the balance of the term of the member replaced.

5. No fees or emoluments of any kind shall be payable to or received by any member of the Board in connection with services rendered as such member, but members shall be paid actual travelling and living expenses necessarily incurred in connection with the business of the Board.

6. The Board shall discharge such duties of an advisory character as the Governor in Council may request it to undertake, and particularly, without limiting the generality of the foregoing, review Government film activities and advise the Governor in Council in connection therewith.

7. There shall be a Government Film Commissioner who shall be the Chief Executive Officerof the Board, and responsible to it, and who shall be appointed by the Governor in Council on the recommendation of the Board.

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7.(Cont'd)

(2) The Commissioner shall hold office for a period of three years, but may be removed from office for cause at any time by the Governor in Council on the recommendation of the Board.

(3) The Commissioner shall not be subject to the provisions of the Civil Service Act or of the Civil Service Superannuation Act.

(4) In the case of the absence or inability of the Commissioner to carry out his duties for any reason or in the case of a vacancy in the office of Commissioner, the Board may appoint an Acting Commissioner.

8. The duties of the Commissioner shall be

(a) to advise upon and approve production and distribution contracts in connection with film activities of the various departments of the Government;

(b) to advise upon all departmental expenditures on production and distribution of films;

(c) to co-ordinate departmental and national film activities in consultation with the various departments of the Government and the Board;

(d) to act as intermediary between the departments of the Government and the Bureau and between such departments and commercial firms;

(e) to secure quality, economy and efficiency and to co-ordinate and improve working relations between departmental staff and technical staff employed on production.

(f) to give technical advice to departments on production and distribution methods;

(g) to act for the Government in its relations with commercial newsreel and commercial film organizations;

(h) to advise as to the distribution of Government films in other countries.

9. All departments of the Government before undertaking the production of any film shall refer the matter to the Commissioner who will arrange for the technical carrying out of the work.

(2) The purchase of film apparatus shall be reported by Departments of the Government to the Commissioner who shall keep a record of such purchases and advise Departments as to its most economical and efficient use.

(3) The Director of the Bureau shall act as advisory officer in the purchase of all Government film apparatus and he shall approve of contracts in respect of such purchases.

10. All processing and production of films in the Government service shall be undertaken in the Bureau, except where the Commissioner is of opinion that better work can be done through the departmental officers and that results obtained will be technically adequate and economical, or where he considers the use of commercial firms advisable in the public interest.

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C 138041

11. The Director of the Bureau may, with the approval of the Commissioner, employ such temporary staff as and when production of films so requires, and the allocation for such films allows.

(2) The Director may also expend to the best interest of a production any moneys which have been agreed upon in respect of such production.

Distribution.

12. There shall be an interdepartmental committee, which shall consist of one representative of each Government Department engaged in film activities, to be appointed by the Board, hereinafter called "the Committee".

(2) Members of the Committee shall be departmental officers directly interested in the production and distribution of departmental films.

(3) The duties of the Committee shall be to advise the Director in the development of a central Government film distribution service and a public information service in regard thereto.

(4) The Commissioner shall be the Chairman of the Committee and it will report through him to the Board.

(5) The Director of the Bureau shall be the Secretary of the Committee, and Director of the central Government film distribution service.

(6) No fees or emoluments of any kind shall be payable to or received by any member of the Committee in connection with services rendered as such member, but members shall be paid actual travelling and living expenses necessarily incurred in connection with the business of the Committee.

13. All Government films shall be distributed by the central Government film service, except in cases of specialized departmental distribution approved by the Commissioner, or where commercial distribution is arranged.

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C 138042

JWP/LAM
March 30, 1939.

MEMORANDUM FOR THE PRIME MINISTER:

Re National Film Board

The attached communication signed by Dr. Walter Murray, the former President of the University of Saskatchewan, and Mr. Sidney Smith, President of the University of Manitoba, contains a request that the Prime Minister and the Minister of Trade and Commerce should receive a delegation from the Film Committee and the National Film Society shortly after the Easter recess.

It has been learned, informally, that the two organisations would be quite satisfied to be received by the Minister of Trade and Commerce and a number of other ministers, particularly those mentioned in the letter. While they have addressed their requests to the Prime Minister, and would be honoured if he saw fit to be present, they realize how difficult it is for him to find the necessary time.

In the circumstances, would the Prime Minister wish to have the Minister of Trade and Commerce fix a time and place for receiving the delegation, and it could then be left until the date set to determine whether the Prime Minister would be free to be present.

A. D. P. H.

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C 138043

OFFICE OF THE PRIME MINISTER

MEMORANDUM

July 10th, 1939.

For the Prime Minister:

Mr. Euler has arranged to meet a delegation from the Canadian Film Committee and the National Film Society of Canada, on Wednesday morning next, July the 12th, at 11 a.m., in Room 148, West Block.

Messrs. Crerar, Howe, McLarty and Rogers will also be present.

The subject of discussion will be the establishment of the new National Film Board, and Mr. Euler will be glad if it suits the Prime Minister to be present as well.

Mr. King made no commitment to see this delegation but asked Mr. Euler to arrange for its reception, and said that he (Mr. King) would be present if convenient, at the time.

A. D. P. H.

P.M. informed – will not be possible probably for him to be present

Jul 10

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CANADA

S.10 P.C.2419

C 138044

File

M-752
1939

PRIVY COUNCIL
CANADA

AT THE GOVERNMENT HOUSE AT OTTAWA

THURSDAY, the 31st day of AUGUST, 1939.

PRESENT:

HIS EXCELLENCY

THE GOVERNOR GENERAL IN COUNCIL:

WHEREAS the National Film Act, 1939, provides that there shall be a National Film Board consisting of the Minister of Trade and Commerce, who shall be Chairman, another Member of the King's Privy Council for Canada, and six other members, to be appointed by the Governor in Council, three of whom shall be selected from persons outside the Civil Service of Canada and three from officials of the permanent Civil Service or of the Civil or Defence Services of Canada;

NOW, THEREFORE, His Excellency the Governor General in Council, on the recommendation of the Minister of Trade and Commerce, is pleased to appoint and doth hereby appoint the Honourable T.A. Crerar, Minister of Mines and Resources (as the other Member of the King's Privy Council for Canada) a member of the National Film Board, to hold office during pleasure as in the said Act provided.

His Excellency in Council is hereby further pleased, pursuant to the provisions of subsection 4 of Section 3 of the said Act, to appoint the undermentioned persons [redacted] members of the said Board:

(a) From persons outside the Civil Service of Canada:-

Walter C. Murray, Esquire, Saskatoon, Sask., for a period of one year;

Edmond Turcotte, Esquire, Montreal, P.Q., for a period of two years; and

Charles G. Cowan, Esquire, Ottawa, Ont., for a period of three years.

(b) From

The Right Honourable
The Prime Minister.

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(b) From officials of the Civil or Defence Services of Canada:-

R. B. Hamer, Esquire, General Executive Assistant, Department of Agriculture, for a period of one year;

V. I. Smart, Esquire, Deputy Minister of Transport, for a period of two years; and

J. G. Parmelee, Esquire, O.B.E., Deputy Minister of Trade and Commerce, for a period of three years.

A.M. Lothrop

Assistant Clerk of the Privy Council.

[A.M. Lothrop]

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C 138046

D.

COPY

P.C. 3142

M-752
1939

Certified to be a true copy of a Minute of a Meeting of the Committee of the Privy Council, approved by His Excellency the Governor General on the 18th October, 1939.

The Committee of the Privy Council have had before them a report, dated 11th October, 1939, from the Minister of Trade and Commerce, Chairman of the National Film Board, submitting that it has been found necessary to appoint a Government Film Commissioner under the provisions of The National Film Act, Chapter 20, (assented to the 2nd May, 1939) Section 8, Subsection 1, which provides for a Government Film Commissioner who shall be the Chief Executive Officer of the Film Board, and responsible to it, who shall be appointed by the Governor in Council on the recommendation of the Board, and paid such salary as the Governor in Council may determine.

The Minister, therefore, on the advice of The National Film Board, recommends that in accordance with the provisions of Section 8 of The National Film Act, 1939, John Grierson, Esquire, be appointed, temporarily, Government Film Commissioner at a salary rate of Five Hundred and Fifty Dollars ($550.00) per month for a period of six months.

The Committee concur in the foregoing recommendation and submit the same for approval.

H.W.Lothrop

Asst.Clerk of the Privy Council.

The Auditor General.

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OFFICE OF THE PRIME MINISTER C 138047

MEMORANDUM

December 6, 1939

M-753
1939

For Mr. Heeney:

Re Overseas Film Unit

The subject matter of the attached papers has been discussed fully with Mr. Grierson and with Mr. McLarty. If we are to have the film and still picture record of the Canadian military, naval and air force war effort from the outset, then the establishment of this unit is of some urgency. What is suggested is that, under the Information Service, an overseas film unit function, and that the duties of this unit commence at once so that such important events as the present training of troops and the despatch of the first forces overseas should be recorded. In the last war, because of inadequate planning, it was found impossible to obtain a complete record.

While I have not been able to make any check on the proposed expenditures, I do agree, in principle, with the need for the establishment of the unit and with the advisability of having it come under the Information Service, the photographers to be treated as war correspondents.

It is unfortunate that this idea was not brought forward at an earlier date, because already valuable time has been lost. I would suggest that it be brought before the War Committee at the earliest possible moment.

W. J. T.

T/MP

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1939
file
C

Mr Heaney

Ottawa, December 7th, 1939.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Overseas Film Unit

I have received, from the Minister of Labour, a letter with supporting memoranda relating to a recommendation put forward by Mr. McLarty and Mr. Rogers, at Council on December the 1st, upon the recommendation of The National Film Board, that an Overseas Film Unit be organized, to keep a complete photographic record of Canada's military effort Overseas.

Mr. McLarty states that the Prime Minister felt that this was a matter that should be referred to the War Committee for decision. I am holding Mr. McLarty's letter and supporting documents, pending the Prime Minister's instructions.

Mr. Turnbull, who has made some study of the project, feels that the recommendation is important, and if it is to be put into effect it will have to be dealt with very soon.

Would the Prime Minister wish to have a meeting of the War Committee called, perhaps next Tuesday morning, to consider the matter?

A. D. P. H.

A. D. P. H.

Yes please.

Dealt with by Cabinet War Committee Dec 8
referred back to Cabinet Com. on Pub. Info. for Revision as to costs

A. D. P. H.

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C 138049 M-753 / 1939

Ottawa, December 8th, 1939.

MEMORANDUM FOR CONSIDERATION BY THE CABINET WAR COMMITTEE:

Re: Overseas Film Unit

Recommendation that $126,215.00 be provided through the Cabinet Committee on Public Information, to provide for the recording by moving and still photographs of the activities of the Canadian Active Service Force and for subsidiary purposes, set out in attached memoranda.

Agreement in principle sought of the Cabinet War Committee, after which question might be referred back to Cabinet Committee on Public Information.

A. D. P. H.

A. D. P. H.

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C138050

OFFICE OF THE PRIME MINISTER

MEMORANDUM

M-802
1935

MR. KING:

Mr. H. S. Southam, is anxious to see you in the near future, with reference to the National Gallery. He said he had a proposal which he felt sure would be of interest to you, and might be viewed also from the point of view of a memorial to the late King.

HH

March 23 1936

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Tariff Policy
Trade - Can. Trade Policy
Conservative Party

C 138051

March 2nd, 1936.

Mr. Bennett re the "National Policy"

Unrevised Hansard, February 28th, 1936 (page 672)

MR. BENNETT: I also take sharp issue with the Prime Minister when he contends that the so-called national policy was introduced as a retaliatory measure against the United States.

In support of Mr. King's contentions that the National Policy was introduced as a retaliatory measure, reference may be made to the Brief on the Canada-U.S. Agreement, Volume 2, pages 20 and 21.

On page 21 a statement is given of Mr. Dalton McCarthy as quoted by Sir Richard Cartwright in the House of Commons, in which Mr. McCarthy confesses that the National Policy was taken up by the Conservative Party as a purely opportunist measure.

Mr. Bennett in his speech on the Agreement, last Friday, quoted, in support of his arguments, certain statements of Goldwyn Smith. On page 21 of Volume 2 of the Brief, there is set forth an excerpt from a letter of Goldwyn Smith, written to Lord Farrer in 1885, which says, in so many words, that the National Policy was, in the first instance, a retaliatory measure directed against the United States.

R. L. F.

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CANADA

138052

NATIONAL RESEARCH LABORATORIES

Great is Truth, and mighty above all things: it endureth, and is always strong: it liveth and conquereth for evermore.

The more thou searchest, the more thou shall marvel.

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CANADA

C 138053

National Research Laboratories

The more thou searchest; the more thou shall marvel — As for the Truth, it endureth and is always strong: it liveth and conquereth for evermore. — Thou mist understand the true spirit neither of science nor of religion unless seeking is placed in the foreground.

It is the glory of God to conceal a thing:
But the honour of kings is to search out a matter

~~The~~ Ye shall know the truth and the truth shall make you free

Shall the earth be made to bring forth in one day?
or shall a nation be born at once.

Whose dominion is an everlasting dominion,
and his kingdom is from generation to generation

National Research Laboratories

The more thou searchest; the more thou shall marvel — As for the Truth, it endureth and is always strong: it liveth and conquereth forevermore - ~~Shall the earth be made to bring forth in one day? or shall a nation be born at once?~~ Prove all things. Hold fast that which is good. ~~Whatsoever~~

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C 138054

(11) "Seek him that maketh the seven stars and Orien
and turneth the shadow of death into the morning".

Amos 5

(12) And His dominion shall be from sea even to sea
and from the river even unto the ends of the earth.

Zacariah

(13) It is the glory of God to conceal a thing:
But the honour of kings is to search out a matter.

Proverbs 25.

(14) As for the truth, it endureth, and is always strong:
it liveth and conquereth for evermore".

I Esdras IV.

(15) "Great is truth and mighty above all things".

I Esdras IV

(16) The more thou searchest the more thou shalt marvel.

II Esdras IV.

(17) Lead me into the ways of Truth.

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C 138055

(1) Then I said:
"I beseech Thee, O Lord, let me have understanding".
For it was not my mind to be curious of the high things but of such as pass by us daily.
Then He answered me and said:
"The more thou searchest the more thou shalt marvel".

(2) He hath made the earth by his power.
He hath established the world by His wisdom
and hath stretched out the heaven by His understanding.

(3) The Lord by wisdom hath founded the earth; by understanding hath He established the heavens. By His knowledge the depths are broken up, and the clouds drop down the dew".

(4) O send out Thy light and Thy truth; let them lead me.
44 Psalm.

(5) Ye shall know the truth and the truth shall make you free.

(6) For the earth shall be full of the knowledge of the Lord.

Shall the earth be made to bring forth in one day?
Or shall a nation be born at once?
Isaiah LXVI

(7) In the beginning God created the heaven and the earth.

The heavens declare the glory of God;
And the firmament sheweth his handiwork.
Psalm XIX

(8) Thy borders are in the midst of the seas, Thy builders have perfected Thy beauty.
Ezekiel.

(9) I praised and honoured him who liveth forever, whose dominion is an everlasting dominion, and his kingdom is from generation to generation.
Daniel IV.

(10) "And I will show wonders in the heavens and in the earth".
Joel III.

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C 138056

Search while thou wilt, and let thy Reason go,
To ransome Truth, even to th' Abyss below;
Rally the scattered Causes; and that line,
Which Nature twists, be able to untwine.
It is thy Maker's will, for unto none
But unto Reason can He e'er be known.

(2)
4.

You will understand the true spirit neither of science nor of religion unless seeking is placed in the forefront.

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C 138057

National Research Laboratories

Great is Truth and mighty above all things:	43
It endureth and is always strong: it liveth	44
and conquereth for ever more.	28
The more thou searchest, the more thou shalt marvel	52
	167 — 174

He is the strength, kingdom
& power [illegible]

Great is Truth, and mighty above all things:
it endureth, and is always strong; it liveth
and conquereth for ever more. ~~She is the~~
~~strength, kingdom, power, and majesty of all ages,~~
The more thou searchest, the more thou shalt marvel.

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C 138058

National Research Laboratories

The more man searcheth; the more man shall marvel, 9
as for the truth it endureth and is always
strong; it liveth and conquereth forevermore. 25
~~Wholesome things are true; wholesome things are of good~~
~~report think on these things.~~ Prove all things
hold fast that which is good.

National Research Laboratories

The more man searcheth; the more man shall marvel	9
as for the truth it endureth and is always	9
strong; it liveth and conquereth forevermore.	6
Wholesome things are true; wholesome things are	7
of good report, think on these things	7
	38

Truth is great and mighty above all things

National Research Laboratories

The more man searcheth; the more man shall marvel.	9
As for the truth it endureth and is always strong;	10
it liveth and conquereth forevermore -	5
Shall the earth be made to bring forth in one day?	11
Or shall a nation be born at once?	8
	43

National Research Laboratories

The more man searcheth; the more man shall marvel	9
As for the truth it endureth and is always strong;	10
it liveth and conquereth forevermore.	5
Prove all things. Hold fast that which is good	9
	33

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National Research Laboratories

C 138059

Science and Peace will triumph over Ignorance and War
The Nations will unite NOT to destroy but to build
Forces
They borders are in the midst of the seas.
They builders have perfected they beauty
Ezekiel

(1)

As for the Truth, it endureth and is always strong: it liveth and conquereth for-evermore - The more thou searchest, the more thou shalt marvel - O send out thy light and thy truth, let them lead me.

Je shall know the truth and the truth shall make you free

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C 138060

explore
The universe of spirit, not the material universe
The material and the spiritual universe

visible and invisible realities

universe unchanged but knowledge of it other
~~universe of spirit~~

The world of matter the world of spirit

spiritual reality
materialistic interpretation of life
progress

Progress is

To explore

The hall of progress lies

The material and the spiritual universe

The material universe and the universe of spirit ~~[illegible]~~
are discoverable only to research – Progress is
the sum of human knowledge with respect to
All progress is ~~[illegible]~~ conditioned upon
knowledge of the material and the spiritual universe
which yield up their secrets only to ~~[illegible]~~.
patient seeking after truth. ~~[illegible]~~ scientific research.

faith & patience

Science influence upon destiny of a people
Science intended to lighten the burden of humanity
exchange of services between science & industry.
The microscope had revealed a new world
" telescope
infinitely great, infinitely small

Science will place with triumph over ignorance and war
the nations will unite, not to destroy but to build
the future will belong to those who will have done most
for suffering humanity.

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C 138061

Memorandum

In November, 1930, Dr. Tory and the late Mr. Henry Sproatt called at my office and asked me to submit a suggestion for an inscription to be placed in the space near the top of the Research Building. I secured later, from Mr. Sproatt, a statement of the amount of lettering to be required.

On February 27, 1931, Dr. Tory asked for the inscription again; and, upon receiving it, wrote (March 5, 1931) saying: "I think it is eminently appropriate; the more I have meditated upon it, the better I like it".

Mr. Sproatt, in a letter dated Nov. 12, 1931, said: "In regard to the inscription mentioned, Dr. Tory and I have every intention of using it in its original form and are making every effort to have it passed by the Minister".

Attached are blue prints indicating style and lettering, etc.

W.L.M.K.

Ottawa,
August 16, 1937

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C 138062-00-a

June 20, 1938 1938

MEMORANDUM FOR THE PRIME MINISTER:

Re: Proposal for transfer of the National Research Council Annex, which accommodates the aeronautical and related laboratories maintained by the Council

The particulars herewith are based upon the minutes of the 18th and 19th meetings of the Committee of the Privy Council on Scientific and Industrial Research, as supplemented verbally by the President of the National Research Council. The Chairman of the Committee, the Honourable W. D. Euler, has suggested that General McNaughton discuss the matter with the Prime Minister, who should be invited to visit the Annex, if he so desired.

The proposal concerns the buildings of the Annex of the National Research Council, which are located at Sussex and John Streets. The Committee of the Privy Council on Scientific and Industrial Research approved, last year, of provision being made for new Hydraulic and High Voltage Laboratories. Since then, however, the government decided that no further expenditures would be made on the buildings of the Annex. They have recently been condemned as unsafe by the Department of Public Works. To place the buildings in a condition safe for engine-testing, etc., would cost practically as much as to build new structures.

Accordingly, it is proposed to acquire a site of about 100 acres outside the city, construct two laboratories during the present fiscal year, install services, and provide a partially-equipped heating plant.This would be at an initial minimum expenditure of roughly $436,000.x The transfer of the remainder of the laboratories now in the Annex would be effected during the following three or four years, as funds are available. Two laboratories, the Hydraulic and Engine-Testing Laboratories, are held to be of immediate and urgent need, the latter particularly, in view of the requirements of the Department of National Defence

x - The estimated total expenditure would be approximately $1,500,000.

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and its defence programme and, as well, aviation in general. The reasons for choosing a site outside the city include ease of protection in emergency, the hazardous nature of work on munitions, and the noise nuisance. For a number of reasons, the location of the proposed new site is being kept strictly confidential, partly because of reluctance to allow real estate companies to capitalize on land speculation.

The transfer of the Annex buildings, in addition to developing aeronautic research and removing condemned structures, would permit of the present site being transformed, over a period of years, into a park, as envisaged in the plan outlined by Mr. Jacques Greber.

E. A. P.

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C 138064

OFFICE OF THE PRIME MINISTER

MEMORANDUM

July 3, 1939

Correspondence
Sent to J. A. Gibson:

Re Inscriptions - Bronze Tablet
National Research Building

Nov. 8, 1938 - Suggested wording for tablet
" 10, 1938 - Memo from A.D.P.H. to P.M.
Sept. 21 '38 - Letter, J.B.Hunter re tablet
Jan. 6, 1939)
Feb.20)- Tracers re decision on wording
Apr.11) for tablet.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 198, pages C138036-C138367)

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C 138065

· NATIONAL · RESEARCH · BUILDING · OTTAWA ·

· REVISED · SKETCH · OF · PROPOSED · BRONZE · TABLET ·



THIS BUILDING WAS CONSTRUCTED FOR THE PURPOSES OF FOSTERING THE SCIENTIFIC DEVELOPMENT OF CANADIAN INDUSTRIES FOR CANADIAN NEEDS AND FOR THE EXTENSION AND EXPANSION OF CANADIAN TRADE AT HOME AND ABROAD.

THE BUILDING WAS DESIGNED AND ITS CONSTRUCTION BEGUN ON FEBRUARY 15TH 1930 UNDER THE ADMINISTRATION OF
THE RIGHT HONOURABLE W. L. MACKENZIE KING
PRIME MINISTER
THE HONOURABLE J.G. ELLIOTT
MINISTER OF PUBLIC WORKS

THE WORK OF CONSTRUCTION WAS COMPLETED ON JUNE 30TH 1932 UNDER THE ADMINISTRATION OF
THE RIGHT HONOURABLE R. B. BENNETT
PRIME MINISTER
THE HONOURABLE H.A. STEWART
MINISTER OF PUBLIC WORKS

THE BUILDING WAS OFFICIALLY OPENED ON AUGUST 10TH 1932 BY
HIS EXCELLENCY THE RIGHT HONOURABLE THE EARL OF BESSBOROUGH, GOVERNOR GENERAL OF CANADA

HENRY SPROATT AND ERNEST ROLPH.
ARCHITECTS
ANGUS ROBERTSON (ONTARIO) LIMITED
CONTRACTORS

3 1/2"

24"

NOTE: LETTERING TO BE SIMILAR IN STYLE TO THAT OF INSCRIPTION OVER MAIN ENTRANCE.

· SCALE · ½ · FULL · SIZE ·

31. 7. 39.

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CANADA

C 138066 July file
N-250
1931

BRITISH CANADIAN NATIONALITY.

In these days of economic depression and great unrest we must beware of false prophets and iconoclasts who would fain destroy some of our most cherished traditions. One of these traditions has recently been attacked - the postulate that Canada is British and wishes to remain British. I refer to a printed memorial presented by the National Council of the Native Sons of Canada to the leaders of all parties in the House of Commons, circulated last year, and a printed booklet entitled "A Catechism on Canadian Status" issued this year by the Native Sons of Canada.

If the statements therein contained were made by an individual I would be inclined to let them pass unnoticed as coming from an Anglophobe, but this literature is widely circulated by an organization bearing the ambitious name of "Native Sons of Canada". We are a British Canadian nation, and when this organization appears to be anti-British and contends that the Union Jack is an improper flag to fly in Canada, I make no apology for challenging its views.

This memorial and catechism contain, among other conclusions and suggestions, the following:-

(1) That Canada is not a part of the British Empire but is an independent state.
(2) That there is no such thing as the British Commonwealth of Nations - that this is Imperialistic propaganda.
(3) That Canada's only war dangers are through her membership in the League of Nations, her connection with British Empire and (so-called) "Canadian Imperialists".
(4) That Canada is not under any debt of gratitude at all to the United Kingdom.
(5) That people born in the British Empire (outside Canada) be required to become naturalized in Canada and that British naturalization be abolished in Canada.
(6) That the Union Jack is an improper flag to fly in Canada.

I will proceed to deal with these points in the order named:-

1. The contention <u>that Canada is not a part of the British Empire but is an independent state</u> is based, in the literature of the Native Sons of Canada, upon the so-called "change" in the status of Canada to that of an autonomous nation, culminating, as they say, in the Statute of Westminster of 1931. It is generally admitted by constitutional authorities, however, that the Imperial Conferences since the War and the Statute of Westminster did not create any new rights but merely declared existing rights that had long been in practice as between the United Kingdom and the self-governing Dominions. There is a great deal of misunderstanding as to the meaning of "the British Empire" and "the British Commonwealth of Nations". The term "British Empire" (which has a population of over 485 million) denotes the whole of the territories over which the British King possesses sovereignty and includes not only the United Kingdom and the self-governing Dominions, but India and the long list of colonies and possessions, spread over the whole world, such as the British West Indies, British Guiana, Rhodesia, Hong Kong, etc., etc. The term "British Commonwealth of Nations" is correctly used only when it is applied to the United Kingdom and the self-governing Dominions, being Canada, Australia, New Zealand, South Africa, Irish Free State and Newfoundland, with some qualification now as to the latter which has temporarily abdicated its right of self-government.

See Nelson's Encyclopedia, vol. 2, page 309.
2 Halsbury's Laws of England, 2nd ed., p. 3.

Sometimes the expressions "British Empire" and "British Commonwealth of Nations" are used synonymously, but in the report issued at the Imperial Conference of 1926, known as the Balfour Report, which was a declaration of the so-called new equal status of the Dominions, the statement is made that "they (Great Britain and the Dominions) are autonomous communities <u>within the British Empire...freely associated as members of the British Commonwealth of Nations</u>". Apart from the United Kingdom and the self-governing Dominions, the rest of the British Empire is not in the British Commonwealth of Nations. Canada, however, is both a member of the British Commonwealth of Nations and a part of the British Empire. As a matter of fact, while Canada is a member of the League of Nations and signed the covenant of the League, her signature is as part of the British Empire, and the British Empire as a whole is given one of the permanent seats on the council of the League. The catechism of the "Native Sons of Canada" contends that Canada is an independent state, while at the same time admitting that King George is King of Canada as well as King of the United Kingdom.

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The suggestion is made that the two positions are entirely separate, just as a man might be president of two distinct joint stock companies. How absurd! The Crown and the common British nationality or citizenship constitute the links which bind the Empire together. The Dominions are a part of the British Empire, and the autonomy of the Dominions, wide and important as it is, is subject to certain definite limitations. It is laid down by Professor A. B. Keith (of London and Edinburgh) in "The Sovereignty of the British Dominions", page 196, that:-

> "The Crown in the United Kingdom owes duties to British subjects in the Dominions as the counterpart of their allegiance and their historical relations to the Crown as Imperial, and the United Kingdom cannot treat the Parliament of any Dominion as capable of expressing by a simple majority the desire to terminate the relation between the Empire and British subjects in that Dominion. This, then, "is the first great restriction on the sovereign powers of the Dominions. They are part of the British Empire, and, however gladly they may form such a part and willingly accept such a membership, none the less they have no power to terminate that membership without the legal intervention of the Imperial Parliament."

I might refer to other restrictions on the sovereign power of Canada, such as the fact that Canada cannot amend her own written constitution, the British North America Act, without an Act of the Imperial Parliament. How could Canada, as a part of the British Empire and we as British subjects, possibly maintain a state of neutrality if Great Britain were at war, or would that neutrality be recognized by a foreign power even if Canada declared a desire to be neutral? The Status of Canada as a nation within an Empire is something new in international relationships but it has been recognized by the great nations of the world and any difficulties in the way will no doubt be smoothed out as they present themselves. The fact remains that Canada is in the British Empire and King George is King of the entire British Empire.

2. The contention <u>that there is no such thing as the British Commonwealth of Nations</u> is based upon the argument that the British Commonwealth of Nations has no office or headquarters and that a letter mailed to the British Commonwealth of Nations would probably be sent to the Dead Letter Office. It is also argued in the Native Sons' Literature that this phrase was "coined purely as Imperialistic propaganda, chiefly for the war assistance that Canada would render to the United Kingdom". Did anyone ever hear such nonsense? Of course the British Commonwealth of Nations has no office or headquarters. It was merely a name given by the leaders of Great Britain and the Dominions after the War as being appropriate to the autonomous communities within the British Empire, consisting of Great Britain and the Dominions. The phrase was not coined as Imperialistic propaganda. As a result of the great part played by the self-governing Dominions in the War and in the Peace Treaty and as they had become members of the League of Nations, it was considered advisable to confirm by a declaration that the self-governing Dominions had attained the status of nations within the British Empire and were not mere colonies. It is folly to say that there is no such thing as the British Commonwealth of Nations. The phrase is in fact used in the very Statute of Westminster, 1931, to which the Native Sons refer as the culmination of Canada's so-called independence.

3. The suggestion <u>that Canada's only war dangers are through her membership in the League of Nations and her connection with the British Empire, which she should remove by withdrawing from the League</u> is cowardly and so far from the facts as not to require much comment from me. The League of Nations, while not perfect, is the only international organization having the peace of the world as its object. The British Empire is generally recognized as being the greatest instrument for peace in the world to-day, apart from the League of Nations. Instead of Canada withdrawing from the League, she should as a member do everything in her power to strengthen it as well as to assist Great Britain in her efforts to maintain the peace of the world. They also suggest that if Japan attacked Canada, it would be an attack on the whole of North America and need not be considered obviously meaning that Canada would rely on the United States Navy for defence. How humiliating! Why suggest such a position when it is well known that it is the British Navy that protects us? In fact, I have thought for a long time that Canada should make a substantial contribution annually to the upkeep of the British Navy, and nowhere should this suggestion receive greater support than on the Prairies, whose export of wheat in ships is economically so essential.

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The Native Sons also suggest that "Canadian Imperialists are a war danger". I do not know whom they refer to unless it be Canadians who are firm in their loyalty and allegiance to Great Britain, which category I believe would include the vast majority of Canadians.

4. The Native Sons' literature also contends that Canada is not under any debt of gratitude to Great Britain but that the debt of gratitude is all the other way. Considering that the British Navy has always protected Canada and her trade routes and that Canada has not contributed and does not now contribute one cent to the upkeep of the British Navy, this contention is not only untrue but is a piece of base ingratitude. Canada, though a nation, is still a child of Great Britain. The protection of the British Navy is only a small part of Canada's debt to Great Britain, and if the views of the Native Sons of Canada expressed the true Canadian sentiment (which in my opinion they do not), I would say in the words of King Lear, "How sharper than a serpent's tooth it is to have a thankless child". I can imagine what an adverse effect the propaganda of the Native Sons of Canada will have on Canadian trade in Great Britain if it is spread there, as it probably will be by enemies of the Empire, and no time should be lost in making it known in Great Britain that these are not the sentiments of the Canadian people.

5. The Native Sons of Canada suggest in effect that people born in the British Empire (outside Canada) be required to become naturalized in Canada and that British naturalization be abolished in Canada.

There are two kinds of British subjects, those who are natural born British subjects and those who become such by naturalization. With a few exceptions (such as the child of a foreign sovereign or foreign ambassador or diplomatic agent) any person born within any of His Majesty's Dominions, including the United Kingdom, the Dominions and the British possessions generally, is a British subject. Until 1906 the Naturalization Act of Canada made provision for naturalizing aliens after a residence of at least three years in Canada, but by such naturalization they became British subjects only in the Dominion of Canada. In 1914 the Imperial Parliament passed the British Nationality and Status of Aliens Act, which enabled the United Kingdom to naturalize an alien who had resided not less than five years in His Majesty's Dominions, of which one year immediately preceding the naturalization should be in the United Kingdom. This Act gave to the Government of any British possession similar powers, but provided that in the case of the British self-governing Dominions this right should only be effective if the Dominion adopted the Imperial Act. Canada adopted the Imperial Act by a new Naturalization Act of 1914 which came into force on the first of January, 1915, Since then Canada requires only residence of one year in Canada but five years in His Majesty's Dominions and the naturalization then conferred is valid in the United Kingdom and throughout the entire Empire, including the self-governing Dominions, all of which adopted the Act, with the possible exception of the Irish Free State of which I am not certain. We thus have natural born British subjects and, as a result of the Act of 1914, "Imperially" naturalized British subjects, the world over. In what pigeonhole would the Native Sons of Canada place these millions of British subjects? Proud as I am of being a native Canadian, I am still prouder to be a British subject. It would require more than an Act of the Canadian Parliament to denaturalize a British subject, whether native born or naturalized under the Imperial Act and no British subject in his right senses wishes anything of the kind. Furthermore, is not the suggestion that Britishers coming here should have to be naturalized one of the greatest insults that could be offered to our brothers in the British Isles and in the British Dominions?

6. "That the Union Jack is an improper flag to fly in Canada" is another suggestion of the Native Sons of Canada. Furthermore, they say that Canada should have a national Flag and that it would be entirely improper to contain the Union Jack as a part of its design unless placed so as to indicate that it was so placed for sentimental reasons only. As a matter of fact, according to the press, the design for a so-called national flag suggested by the Native Sons does not embody the Union Jack at all.

A flag is only a piece of bunting and there has been perhaps too much acrimony stirred up in the world over flags. The reason is, of course, sentimental, because a flag as defined in the Standard Dictionary "is most commonly used as an emblem of nationality". The same dictionary refers to the Union Jack as the British flag, and it has become by common consent the flag of the far-flung British Empire.

Canada is not only legally and constitutionally a part of the British Empire, but has always chosen by her own free will to remain British. Incidentally, these western plains constitute the oldest continuously British area on the continent.

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In 1613 Captain Button under a Royal Charter from King James passed the winter at the mouth of the Nelson and claimed the country in the name of England. In 1670 the Hundson's Bay Company under Charter from King Charles II planted in this Western country its flag, consisting of the Union Jack with "H.B.C." on a red field, and this was the emblem of the British Empire practically from the Lake of the Woods to the Rocky Mountains for 200 years, until 1870 when the Hudson's Bay lands were purchased by the Dominion. The Maritimes became permanently British in 1760 with the capture of Quebec. The Union Jack was planted in British Columbia by Captain Cook in 1778. Our French Canadian brothers deliberately chose to adhere to the British connection when the American Revolutionists made an effort to have them join the United States. Then came the thousands of United Empire Loyalists, who left all they possessed in the United States and came to Upper Canada and the Maritime Provinces in order to live under the British Flag. The Fathers of Confederation had a vision not only of building one great nation out of the Provinces of British North America, but, as the Honourable D'Arcy Magee said in a pre-Confederation speech at Halifax, Confederation meant "a future British Canadian Nationality". Sir John Macdonald referred in the (old) Canadian Parliament to "the founding of a great nation" and went on to say:-

> "The desire to remain connected with Great Britain was unanimous. Not a single suggestion was made that it could by any possibility be for the interest of the Colonies or of any section or part of them that there should be a severance of that connection."

Sir John went on to say (and this should put to shame those who are afraid of being connected with the League of Nations):-

> "Although we knew it to be possible that Canada from her position might be exposed to all the horrors of war by reason of causes of hostility arising between Great Britain and United States, yet there was a unanimous feeling of willingness to run all the horrors of war if war must come rather than lose the connection between the Mother Country and these Colonies."

Professor Dunning (a former President of the American Historical Society) in his book "The British Empire and the United States", in referring to Confederation, says:-

> "The national requirements of the enterprise were obvious, the assurance of political and economic independence of the United States and the maintenance at all hazards of the connection with the United Kingdom."

Sir Wilfrid Laurier, that Great French Canadian, in addressing the House of Commons in 1898 after his return from Queen Victoria's Diamond Jubilee, referred to the great impression made by the Jubilee procession from Buckingham Palace to St. Paul's Cathedral, and said:

> "A thrill passed over everyone present and each felt in his heart the conviction that as the Roman Empire had been built up by force and violence, so it had been destroyed by force and violence; but that the British Empire lived and could live forever upon the eternal laws of freedom and justice."

And from another race at one time hostile to Great Britain, the Boers, I take this glowing tribute, namely that of H. J. Schlosberg, a lawyer of Boer descent in South Africa, who in 1929 said:-

> "The British Empire is an organization which secures permanent peace among one-quarter of the world's inhabitants. The British Empire has always endeavoured to act the part of a moderating and mediatorial power. She has held sacred the obligations of international treaties and of natural justice. In what other nation has there been a equal championship of the cause of the oppressed and the suffering than among the British? These are the things which proclaim the greatness of nations and strengthen one's faith in the destiny of mankind. In a world of darkness and intolerance and prejudice the British Empire even now proceeds like a torchbearer, ever advancing, elevating, instructing."

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C138070

Great Britain, the Mother of Parliaments, is also the strongest exponent of the democratic principle of government, most of the nations of Europe having assumed dictatorships of one form or another. We have copied the British form of responsible government, and nowhere (not even excepting the United States) is government more democratic or subject to the will of the people. The voice of the people may not always be the voice of God and the people may make mistakes. Nevertheless, I would rather take a chance on the British democratic form of government than be under the rule of a tyrant or dictator.

Canada has not only the British ideal of nationality and the British form of responsible government, but also the British love of liberty, fair play and pure administration of justice. We who are English speaking Britishers also have the great tradition of the English tongue - the literature of Shakespeare, Milton and Tennyson; but whether we in Canada speak English, French, Hebrew, German or any other language, we are still British legally, constitutionally, by tradition and by choice, and I might add, as a matter of self-interest. In fact, there never was a time when Canadians were prouder to be British than they are at present.

So Canada flies the Union Jack, the emblem of our British Nationality, and it is a great pity that an organization calling itself the "Native Sons of Canada" should have embarked on an anti-British programme and even go so far as to contend that the Union Jack should not be flown in Canada. It would be interesting to know how many of the eight million Canadian-born citizens now in Canada belong to this organization. However, I am not quarrelling with its right to exist, but would suggest, in the friendliest spirit, that its leaders (or whoever prepared the literature above referred to) have missed the main reason for Confederation, namely the founding of a British nation in North America. The organization could do useful work in fostering a Canadian spirit as distinctive from the ultra provincial and parochial spirit that sometimes prevails in Canada, but at the same time adhering firmly to the British Empire.

I am quite aware that there are some Canadians, firm in their loyalty to the British connection, who favour having a distinctive Canadian flag, but with the Union Jack predominating. This is not illogical, since we are a British Canadian nation, but I am not agitating for it and believe the majority of Canadians are quite content to fly the Union Jack, which has been Canada's emblem for so long and which is held in such loyal reverence. The fact that it was the flag of our gallant Canadian soldiers in the Great War, along with their brothers from the rest of the Empire, makes it all the more sacred. I trust the time will never come when the Union Jack will not be flown in Canada and that if, in addition to the Union Jack, Canada should ever adopt a more distinctive Canadian flag, the Union Jack will predominate therein so that the flag will be an emblem of our British Canadian nationality. In this connection the flag officially adopted by Canada in 1922 for the Merchant Marine or the "Blue Ensign" adopted in the same year should be acceptable.

Frank L. Bastedo.

Regina, March 7th, 1935

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WLMK TO E.A PICKERING C 138071

OFFICE OF THE PRIME MINISTER

MEMORANDUM

National Unity ✓
Duplessis, M.L. ✓ 646
Hepburn, M. ✓
Parliament - speech from the Throne 1938 ✓

Ottawa,
December 29, 1937

P-652-2
1937

MR. PICKERING:

Re: Speech on the Address

Please note the unpatriotic attitude of Duplessis and Hepburn. Sir Wilfrid Laurier devoted his whole political life to the consolidation of English and French, and a united nation. This work these two men now seek to destroy.

W.L.M.K.

Noted for
Debate on Address.
R.J.F.

Also re Rubinstein

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J. W. PICKERSGILL

(1939?) just
138072
✓ National Unity

Notes on "National Unity and International Co-operation"
(for Canadian Corps Re-union, Toronto)

Nationalism has been a great evil in our times.

No inherent evil in national consciousness or national solidarity;

Evil springs from the narrow basis of much modern national feeling, such as:

the exaltation of a particular race or culture;

the desire to dominate supposedly inferior peoples;

the spirit of hatred for other nations;

the magnification of the nation at the expense of the individual (totalitarianism).

National Unity can be a force for good

If based upon:

respect of other nations;

tolerance of individual liberty;

association for the common welfare;

a spirit of co-operation.

National unity is desired for Canada

1. Life in a collection of more or less independent states would be poor and meagre for all Canadians.

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2. Lack of unity would lead to constant friction and the development of hatreds like those which characterize many parts of the world.
3. A united Canada will be more prosperous, and will have greater cultural opportunities for its citizens.
4. A country which is diversified economically like Canada is better able to bear economic adversity if there is a genuine community of spirit, which will permit one sectional interest to come willingly to the aid of another in emergencies.
5. There is a great opportunity in Canada to demonstrate that language and racial origin are no barriers to unity of spirit.
6. National unity is, however, notdesirable merely as an end in itself, but only in order to give a richer and fuller life to the ordinary Canadian citizen.

Problem of developing unity in Canada is not without difficulties

Canada not a natural geographical unit

Sectional interests will always "appear to conflict";

Compromise and mutual tolerance are required;

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understanding and appreciation of the interests of different sections is essential. (Canada is not and can never be homogeneous in race or language.)

There will always be divergencies of culture and temperament;

Minorities will always be present - it is desirable that they should be not merely respected, but generously treated;

We should also remember that the other peoples who have come to Canada more recently have much that is distinctive to contribute to our national life.

Distinctive Canadianism can only spring from our own soil.

It can never come by imposing one culture on another;

its source will be found in a common love of our country --

not a land for the soft;

demands sacrifice and work,

but greatly rewarding.

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The foundations of Canada have been laid
magnificently (sometimes prodigally).
The physical triumphs of the pioneers
not greater than the social challenge
which faces this generation.

A national ideal for Canada

Canadian unity, if achieved, will be the means
of fostering and maintaining:
human welfare;
social justice;
individual liberty and mutual tolerance;
democratic government;
a sturdy sense of individual dignity,
combined with a deep feeling of
social solidarity;
strong local traditions and loyalties --
no striving after dull uniformity;
an abiding love of country.

The same qualities are called for in promoting the unity of Canada and in seeking for international co-operation

Canadian unity -- like international amity --
depends upon tolerance of racial,
linguistic, religious and cultural differences

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Agreement on social objectives which are truly "humane", and in which all men can share.

The substitution of a co-operative for an aggressive and militant attitude.

All these qualities may be summed up in one word: GOOD WILL.

Both national unity and international co-operation have a special appeal for the former members of the Canadian Corps

National unity:

The corps revealed on the field of battle what a spirit of unity can achieve.

The various units in the Corps preserved the names and traditions of particular localities, but all were engaged in a common national purpose.

The past achievements of the Corps are the pride of all Canadians.

The men who, for four years, embodied a great Canadian national achievement, will not fail to respond to the needs of Canada to-day.

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International co-operation:

The Corps saw, at first hand, the devastating results of international disorder.

The experiences of ex-service men cannot fail to inspire them with the desire to lead in the struggle for harmony among the peoples of the world.

The men of the Corps can never lose sight of the ideal for which their comrades made the supreme sacrifice.

International harmony is more than the mere absence of hostilities; it implies a positive desire to work for the general good of humanity.

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Extract from speech by Prime Minister at Lapointe Banquet, February 1939.

.....

"No Ministry which cannot bring to its council table, in close and intimate association, men of the two great races which have given to our country its distinctive character and culture, can hope to govern Canada as it should be governed, if we are to maintain the unity, and fulfil the destiny which is rightfully ours."

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138079 P-650 1936 T-150 1936

Ottawa,
March 6th, 1936.

MEMORANDUM FOR MR. EULER:

The Prime Minister has asked me to let you know that he will be pleased if you will assume responsibility for presenting the Government's point of view in the debate on Mr. Pelletier's proposed Resolution re Survey of the national productive capacity.

Edward A. Pickering
Assistant Private Secretary.

EAP/MCR

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C138079-A

9

OFFICE OF THE PRIME MINISTER

MEMORANDUM

COMPENSATION to PROVINCES for NATURAL RESOURCES

Letter from Hon. T. C. Davis re
Mr. Justice Turgeon

Considered by Council Jan. 10 1936

Action taken Matter to be brought up again by Minister of Interior.

Disposed of

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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CANADA

(O. D. SKELTON)
J.C.

C 138080

C-101
vol. 1

CONFIDENTIAL

March 24, 1936.

Naval Conference at London, 1935

DRAFT LONDON NAVAL TREATY, 1936 (1)

1. The present Conference was convened, and Canada attended, because Article 23 of the London Naval Treaty, 1930, (which was signed for Canada by Colonel Ralston and Mr. Roy) required such a Conference to meet in 1935 to frame a new treaty to replace and carry out the purposes of that Treaty. A further reason was that, Japan having in 1934 denounced the Washington Naval Treaty of 1922, Article 23 of that Treaty required the Contracting Powers to meet in conference within one year.

2. Japan having withdrawn from the present Conference, and Italy not being willing to sign yet because of the "sanctions" position, the new Treaty is to be signed this week only on behalf of His Majesty the King, the President of the United States, and the President of France. The hope is entertained that all other naval Powers will accede later with or without amendments. But as France refuses to be a party to a naval treaty with Germany, the plan now is that the United Kingdom shall, at some appropriate time, sign a bi-lateral treaty with Germany containing substantially the same provisions; and likewise with Russia.

3. The 1922 and 1930 Treaties expire on December 31, 1936. The object of the present Conference was to preserve as much of them as possible. Their outstanding feature was quantitative limitation, i.e., limitation of total tonnages of various categories of ships in each Navy. No agreement to maintain this feature could be reached. The main features of the proposed 1936 Treaty, therefore, are designed to put up some safeguard against surprises in respect of new, revolutionary types of ships or of annual building programs. They may be indicated briefly as follows:

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(a) Qualitative Limitations:

Capital ships not to exceed 35,000 tons each.

Aircraft carriers not to exceed 23,000 tons each.

Submarines not to exceed 2,000 tons each.

A six-year building holiday for 10,000 ton cruisers.

Other cruisers not to exceed 8,000 tons each.

Corresponding limitations of gun calibres for these various categories.

(Note: there is no important reduction from the old figures, except that aircraft carriers under the 1922 Treaty went up to 27,000 tons.)

(b) Notification of Building Programs and Exchange of Information:

Each Power will annually give four month's notice to each of the other Powers of its building program for the year, giving full details of tonnage and armament of each ship to be built.

Information will also be exchanged as to building progress and any important modifications during construction.

During the period covered by the declaration of an annual program, no Power may lay down or acquire more ships than are notified in its declaration.

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(c) "Escape" Clauses:

Various provisions are made so that in certain unforeseeable contingencies - e.g., war, or unusual building by a non-treaty Power - any treaty Power may depart from the Treaty upon giving notice to the other treaty Powers, who will then consult together as to temporary suspensions on their part.

(d) Duration:

The new Treaty will run for six years from January 1, 1937. A further Conference will be called in 1941.

4. The High Commissioner's telegrams of March 21st, Nos. 109 and 110, indicate that questions as to Dominion status and liability have arisen. Herewith is the draft treaty, which, as to preamble and mode of signature, follows the 1930 Treaty.

5. It is stated the Irish Free State do not intend to sign. At the Conference, on January 15th, they made a declaration that they "could not participate in any agreement which did not provide for the treatment of the Irish Free State on the same basis as each of the other States to which the agreement would apply". (Full declaration herewith).

6. South Africa, at a Conference session of March 21st, made two reservations as to the draft treaty:

(a) As to the Preamble, South Africa interprets it as a declaration made in respect of each

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of the members of the British Commonwealth enumerated and that each member assumes liabilities merely for himself.

(b) As to Article 22, reading as follows:

"No High Contracting Party shall, by gift, sale or any mode of transfer, dispose of any of his surface vessels of war or submarines in such manner that such vessel may become a surface vessel of war or a submarine in any foreign navy. This provision shall not apply to auxiliary vessels",

South Africa regards, for the purpose of this Article, the term "foreign" as not referring to the members of the British Commonwealth inter se.

Note - word later received that South Africa also will not sign on the ground that she has no navy.

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MEMORANDUM

Department of External Affairs

Ottawa,.....

Confidential

for the Prime Minister's use
in Council

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(O.D. SKELTON)

C138085

March 24, 1936.

J.E.

Naval Conference at London 1935 C-101 vol.1

MEMO RE MR. CAHAN'S INQUIRY OF MARCH 23

RESPECTING THE

PROPOSED LONDON NAVAL TREATY, 1936

(See Unrevised Hansard, Mar. 23, 1936, p.1441)

As a result of the Naval Conference which has been sitting in London since the beginning of December last, it is now proposed to sign a new Naval Treaty tomorrow, Wednesday, March 24th.

The present Conference was convened, and the Government designated a representative - the High Commissioner in London - to attend, because Article 23 of the London Naval Treaty, 1930, (which was signed for Canada by Colonel J. L. Ralston and Mr. Philippe Roy, April 22, 1930) required such a Conference to meet in 1935 to frame a new treaty to replace and carry out the purposes of that Treaty. A further reason was that, Japan having in 1934 given notice of termination of the Washington Naval Treaty of 1922, Article 23 of that Treaty required the Contracting Powers to meet in conference within one year.

Japan having withdrawn from the present Conference, and Italy having indicated that she is not yet ready to sign, the new Treaty is to be signed this week only on behalf of His Majesty the King, the President of the United States, and the President of France. The hope is entertained that all other naval Powers will accede later with or without amendments.

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The 1922 and 1930 Treaties expire on December 31, 1936, and the object of the present Conference was to preserve as much of them as possible.

An outstanding feature of those Treaties was that they achieved an important measure of quantitative limitation, that is to say, a limitation of the total tonnage of the capital ships and certain ships of other categories in each of the Navies concerned. Unfortunately, as statements given out by the Conference have already made clear, it became impossible to maintain this feature. There are two main features upon which the Conference has made progress and which are expected to be embodied in the new Treaty. The first concerns qualitative limitation, that is to say, a limitation of the tonnage and gun calibres of individual ships of certain categories. The second provides for advance notification of annual building programs and exchange of information as among the signatory Powers. These it may be hoped will afford a safeguard against surprises in respect of new or revolutionary types of ships or of unusual building programs.

It is expected that the Treaty will be signed by the High Commissioner on behalf of Canada, and as soon as the text arrives a copy will be laid on the Table.

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Collateral - Naval Conference at London 1935

C 138087

THIS DOCUMENT IS THE PROPERTY OF HIS BRITANNIC MAJESTY'S GOVERNMENT

NORTH AMERICA.

CONFIDENTIAL.

NOT TO BE PUBLISHED WITHOUT THE AGREEMENT OF HIS MAJESTY'S GOVERNMENT IN THE UNITED KINGDOM

October 22, 1936.

SECTION 1.

[A 8350/4/45]

Copy No. 108

Mr. Eden to Sir E. Phipps (Berlin).

(No. 1170.)

Sir, *Foreign Office, October* 22, 1936.

PRINCE VON BISMARCK, accompanied by Rear-Admiral Wassner, called at the Foreign Office on the 12th October to communicate the reply of the German Government to His Majesty's Government's memorandum of the 22nd July, a copy of which was forwarded to you in my despatch No. 869 of the 25th July, regarding the conclusion of an Anglo-German Naval Agreement. In communicating this document, a copy of which is enclosed herein, Prince von Bismarck stated that his Government had been disagreeably impressed by the extent of the Soviet demands and felt that the naval position of Germany was becoming more and more difficult. For that reason, the German Government felt it necessary to make a number of counter-reservations

2. Prince von Bismarck was informed that this news would be viewed with concern by His Majesty's Government, who, having regard to the Soviet Government's capacity to make trouble in the naval sphere if they so desired, had felt that they had been fortunate in limiting the scope of the Soviet demands. He replied that possibly the German Government would have been able to take the same view if it had not been for the existence of the Franco-Soviet Pact, which had really modified the whole situation and had caused the German Government to regard their naval problems with much greater concern than would otherwise have been the case.

3. In reply to enquiries as to the next step, Prince von Bismarck was informed that after the German memorandum had been examined the most satisfactory course would be to proceed by way of verbal discussions. He was inclined to agree.

I am, &c.
ANTHONY EDEN.

Enclosure.

German Government's Reply to the Memorandum from His Majesty's Government of July 22, 1936.

(Translation.)

THE German Government have taken note of the following memoranda of His Majesty's Government and have examined them in detail :—

Summary of the results of the Anglo-Soviet naval discussions of the 29th July, 1936.
British memorandum of the 22nd July, 1936, with documents A, B and C.

The information which His Britannic Majesty's Government have communicated to the German Government relating to certain building intentions of the U.S.S.R. have evoked acute apprehensions on the part of the German Government. It must give rise to the gravest fears regarding the national safety of Germany. The German Government hope that His Britannic Majesty's Government will make every endeavour to induce the U.S.S.R. to renounce their far-reaching demands, which, moreover, are not in accordance with the provisions of the London Treaty of 1936. The German Government are of the opinion that, should this building plan of the U.S.S.R. be carried out, the result will be a violent and menacing disturbance of the naval equilibrium, which would compel the German Government to consider the possibilities contemplated in regard to such cases.

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The German Government are sincerely desirous of continuing to make a positive contribution to the pacification of Europe in that they are prepared to conclude a bilateral *qualitative* agreement even in the particularly unfavourable naval situation in which Germany is placed by reason of the course of action intended by the U.S.S.R. They must, however, make their participation dependent upon the acceptance of the reservations proposed in section I (*g*), Nos. 1–4, which are requisite for ensuring the threatened national security.

I.—*Influence of the Anglo-Soviet Naval Agreement on Germany's Naval Situation.*

The Soviet Union fleet in the Far East—an integral part of the Soviet navy—has not been placed under any qualitative obligation. The German Government have repeatedly stated that an engagement of the same nature applying to the U.S.S.R. is a preliminary condition for the conclusion of a qualitative agreement with His Britannic Majesty's Government on the basis of the London Treaty of 1936. This similarity of obligation is traversed by the U.S.S.R.'s reservations. If the Anglo-Soviet Naval Agreement is concluded in the form of the existing draft, the German naval situation will deteriorate to a considerable extent.

(a) *Concentration of the Several Portions of the Soviet Fleet in European Waters.*

A close connexion exists between the several parts of the Soviet fleet. It must be regarded as one single whole. Moreover, the German Government regret that, after the conclusion of the Franco-Soviet military alliance, they must also regard the French and Soviet navies as one unit in the event of war.

The Soviet Union can at any time concentrate the various parts of their fleet. The Far Eastern fleet, or parts thereof, can be detached to European waters without special difficulties in times of political tension. This transfer is the more easy to effect when, in virtue of the Franco-Soviet military alliance, the French bases in Indo-China, the Red Sea and the Mediterranean are available to the Soviet fleet. The provisions dealing with the exchange of information in relation to "vessels" which are *transferred* from the Far Eastern fleet to the European fleet prove that a *transfer* of parts of the Far Eastern fleet is contemplated by the Soviet Union as well.

Moreover, consequent on the fortification of the Dardanelles, the Black Sea fleet is no longer confined to the Black Sea, in view of the Turkish-Soviet pact of friendship of 1925 and the Franco-Soviet military alliance. Hitherto it has been needed in the Black Sea for the protection of Soviet interests and to guard the coast. *Now* Turkey can close the Dardanelles for the benefit of the Soviet Union. In that case the Black Sea fleet is free and can be moved to other localities in the Soviet Union without any military disadvantages necessarily arising in the Black Sea.

The new transit provisions also tend in the same direction in the event of war—viz., they signify a closing of the Dardanelles to non-riparian States.

It is also to be counted on that parts of the Soviet Far Eastern or Black Sea fleet will be placed at the disposal of France in the Mediterranean, so that French forces in corresponding strength are set free for the northern theatre of war.

His Britannic Majesty's Government could with equal right and on the same grounds as the U.S.S.R. exclude from qualitative limitation their naval forces in the Far East. They have, however, regarded the safety clauses as sufficient to meet a threat to their national security.

The German Government are unable to admit that this solution for the safeguarding of national security, which satisfies all the other contracting parties, is insufficient for the U.S.S.R., and they must therefore draw the corresponding conclusions.

(b) *New Constructions for the Far Eastern Fleet.*

The shipyards of the U.S.S.R. in the Far East only permit the construction of smaller craft. Fighting units for the Far East will consequently be built mainly in the Soviet Union's dockyards in the Baltic Sea or in other European yards. The ships are, therefore, in European waters until they are finally taken over and all their trial voyages are completed. The trial voyages can be delayed

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at will, so that the Soviet Union has the possibility of retaining in European waters for a considerable time, but especially when the situation is politically uncertain, vessels which are constructed for the Far East.

(c) *Equipment of the U.S.S.R. at Sea.*

Within a short period and with an enormous outlay in staff and material the Soviet Union have built up their army and air arm. The building up of the Soviet fleet has been taken in hand with a tremendous utilisation of labour. In the course of the negotiations His Britannic Majesty's Government have several times stated that the building up of the Soviet fleet would not proceed particularly fast. According to the view of the German Government this opinion is not well-founded. The efforts of the U.S.S.R. to improve their naval armaments have achieved noticeable success in a short time. Thus, for example, the Soviet Union already possess 120 submarines ready for action and a number of further submarines are under construction. Similar results must be expected as regards the construction of other classes of vessels. According to reliable reports, warships are being built for the U.S.S.R. not only in dockyards of the Union, but also in those of other European countries.

In this connexion it may be pointed out that according to the reservation in section I of the summary of the results of the Anglo-Soviet naval discussions, the U.S.S.R. have even the right to construct in Europe (Baltic dockyards) for the Far East any type of vessel *without* qualitative restrictions.

(d) *Armament of Soviet Union Battleships.*

In virtue of the Franco-Soviet military alliance, Germany must in the event of war count upon the U.S.S.R. *and* France being her opponents. Consequently Germany, on the basis of the building intentions of France and the U.S.S.R., which have so far become known, must reckon in future with at least four modern French battleships and an undetermined number of modern Soviet battleships, of which two are armed with 15-inch or 16-inch guns. The German Government would regard it as an unjustified limitation if in addition to the quantitative restriction there should also apply a restriction in regard to the armament of German battleships. Should the U.S.S.R. obtain the right to arm their new battleships, about to be built, with guns of higher calibre than 14-inches, Germany must deduce corresponding conclusions in respect of the armament of her battleships.

If all the signatories of the Washington Treaty of 1922 accede to the provisions of article 4 (2) of the London Agreement of 1936, and the said provisions thereby acquire validity, the German Government must insist on a reduction of the armaments of the Soviet Union's battleships from 16-inch to 15-inch guns, if there is no success in inducing the U.S.S.R. to accept a calibre of 14 inches.

(e) *Building Holiday for "A" Cruisers.*

In accordance with article 16 of the London Treaty of 1930 and article I B (3) of the London Treaty of 1936, cruisers with 7·1-inch guns, of whatever size, are "A" cruisers or light surface vessels of sub-category (*a*).

In their note of the 9th June, 1936, the German Government have already declared themselves ready, in the event of France and the U.S.S.R. building no further "A" cruisers before the new treaty comes into force, to forgo the construction of the fourth and fifth "A" cruisers to which Germany is still entitled under the Anglo-German Naval Agreement of the 18th June, 1935. His Britannic Majesty's Government themselves proposed this reservation in the course of the negotiations and admitted it when the German note of the 9th June, 1936, was handed in.

The U.S.S.R. at present have "A" cruisers in construction, and intend, even after the commencement of the building holiday for "A" cruisers contemplated for other countries, to build further "A" cruisers. According to section IV of the summary of the Anglo-Soviet naval discussions, regarding the construction of "A" cruisers after the London Treaty of 1936 comes into force, an exception is thus to be granted in favour of the Soviet Union, although the signatories of the

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London Treaty of 1936 and Germany have declared their readiness to consent to a building holiday. The German Government cannot recognise this exception as justified. They cannot furthermore admit that the insistence of the Soviet Union on the 7·1-inch calibre is a convincing reason for the Soviet attitude, because 6-inch guns were formerly utilised in the Russian navy to a considerable extent, both on battleships and on cruisers.

The German Government hope that His Britannic Majesty's Government will yet succeed in inducing the U.S.S.R. to accept without reservations the building holiday for "A" cruisers. Should, however, the Soviet reservation be maintained, the German Government to their regret would find themselves compelled to draw the necessary inferences.

(f) *Article* 19 *of the London Treaty.*

In the narrow waters of the Baltic Sea small warships play a specially important rôle in naval warfare. The auxiliary vessels of the Soviet Union are just as important for supporting movements and the transport of troops in European waters.

By exempting the Soviet Union from the exchange of information regarding these vessels, the possibility arises that in these two categories of vessels a completely uncontrollable strengthening of the naval armaments and the war potentialities of the U.S.S.R. at sea may take place.

In this connexion attention is drawn to the important part which, for example, Soviet troopships and tankers play in French military plans. The German Government cannot admit the soundness of the exceptions granted to the Soviet Union. Should the latter insist on them, Germany must likewise be exempted from the exchange of information in regard to these classes of vessels.

(g) *Reservations.*

As above stated, there arises on account of the Soviet Government's attitude a number of new factors which the German Government must take into consideration, in view of their threatened national security, by making reservations in case the U.S.S.R. should insist on their demands.

Proposal for the Text of the Reservations.

1. *Reservations in Consequence of the Soviet Far Eastern Fleet not being subject to Restriction.*

(*aa*) His Britannic Majesty's Government undertake that, as soon as the Soviet Government have notified them that they are departing from the treaty provisions and are resuming their full liberty of action, they will immediately acquaint the German Government with that fact.

(*bb*) The German Government shall then receive the right to depart from the qualitative provisions of the treaty in respect of the vessels at that time under construction and thereafter to be laid down.

(*cc*) In that case Germany, as also the U.S.S.R., will be relieved of the procedure of consultation and the three months' prior notification under article 25 of the London Treaty of 1936.

(*dd*) The exchange of information with His Britannic Majesty's Government will not be affected thereby.

2. *Reservation in Consequence of the Armament of the Soviet Union's Battleships yet to be constructed with a larger Calibre of Gun than is contemplated by Treaty.*

Should the Soviet Government receive the right, contrary to the provisions of the London Treaty of 1936, article 4 (2), to arm two battleships with a gun calibre in excess of 14 inches, Germany shall claim the right to arm the battleships to which she is entitled by treaty with a calibre of gun in excess of 14 inches even after the entry into operation of the above-mentioned provision of the London Treaty of 1936. In so doing the German Government will limit themselves to a maximum calibre of 15 inches.

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3. *Reservation in Consequence of the Non-Observance by the U.S.S.R. of the Building Holiday for "A" cruisers.*

The German Government shall recover their freedom of action in regard to the construction of "A" cruisers even after the entry into force of the new naval agreement.

As soon as they deem it necessary to make use of their liberty of action, they will inform His Britannic Majesty's Government of that fact.

4. *Reservation in Consequence of the Non-Application of Article* 19 *of the London Treaty of* 1936 *by the Soviet Union.*

So long as the Soviet Government do not make the notification contemplated in article 19 of the London Treaty in respect of minor war vessels and auxiliary vessels, the German Government also will supply no information in this connexion and will not request the same from His Britannic Majesty's Government.

From the moment when the U.S.S.R. apply the provisions of article 19, the German Government will also proceed correspondingly.

II.—*Observations on the British Memorandum of July* 22, 1936.

(a) *Paragraphs* 2–3.

In paragraph (1) of their memorandum of the 4th May, 1936, the German Government expressed the view that the provisions of the qualitative agreement should only be valid in respect of those ships and smaller vessels laid down after its entry into force.

They agree to the clause proposed by His Britannic Majesty's Government (document C, article 30) regarding the entry into force of the agreement if the clause is supplemented in accordance with the above observation.

If His Britannic Majesty's Government do not consider it appropriate to complete article 30 in this sense, the German Government agree to a corresponding item being inserted in the final protocol.

(b) *Paragraphs* 4–5.

They agree to the proposed recast formula respecting the age of capital ships.

(c) *Paragraph* 6.

They are in agreement with paragraph 8 of the British memorandum of the 13th May, 1936, respecting the maintenance of building possibilities in the quantitative sphere as they existed at the time of the conclusion of the Anglo-German Naval Agreement of the 18th June, 1935.

(d) *Paragraphs* 7–11.

It is a matter of importance to the German Government that the provisions of 2 (*c*) of the Anglo-German Naval Agreement of the 18th June, 1935, should not be affected by article 26 of the London Naval Treaty. His Britannic Majesty's Government's statement in paragraph 11 of their memorandum of the 22nd July, 1936, is regarded as an adequate assurance to this effect, and special mention in the final protocol is therefore waived.

It is observed in regard to the concluding sentence of paragraph 11 of the British memorandum that, so long as the new qualitative agreement possesses the character of a bilateral agreement between Great Britain and Germany, the question of exchange of information only arises as between these two countries.

(e) *Paragraph* 12.

In making their proposal for a communication of the British tonnage figure over lengthy periods of time, the German Government had mainly in mind tonnage in excess of replacement tonnage which would thereby render possible an addition to the German navy by way of fresh construction. They agree to His Britannic Majesty's Government's proposal whereby they will be confidentially informed from 1942 onwards, at least two years in advance, of the estimated British tonnage figure. They further note that His Britannic Majesty's Government will give as much advance notice as possible should there be any modification in a particular forecast during the period for which it has been given.

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As the arrangement respecting the communication of British tonnage refers exclusively to the Anglo-German Naval Agreement of the 18th June, 1935, it is proposed that this item shall not be inserted in the final protocol, but in the additional protocol to this agreement (document A).

On the other hand, the arrangement in paragraph 13 of the British memorandum of the 22nd July, 1936, which refers exclusively to the qualitative agreement, should be included in the final protocol, as proposed by His Britannic Majesty's Government.

(f) *Paragraph* 13.

The German Government agree to the proposed arrangement, whereby His Britannic Majesty's Government declare their readiness, in the event of the naval construction figures contained in any annual programme of the United Kingdom being of a character to upset the long-term forecast of naval strength on which the German Government are working, to communicate their intentions confidentially to Germany in sufficient time to enable the latter to make the necessary adjustments before the communication of the German annual programme.

(g) *Paragraph* 14.

The German Government agree to His Britannic Majesty's Government's proposal whereby document A constitutes the additional protocol to the Anglo-German Naval Agreement of the 18th June, 1935, and contains the points specified in the draft of document A and in paragraphs 5 and 6 of the British memorandum of the 22nd July, 1936. The necessary stipulations and reservations regarding the qualitative agreement will be dealt with in a protocol on the conclusion of the negotiations.

(h) *Paragraph* 15.

The German Government await an invitation to sign a protocol to that effect.

(i) *Paragraph* 16.

Reference is made to the remarks under sections I (*e*) and I (*g*) 3 of the present German memorandum.

(k) *Paragraphs* 17 *and* 18.

The German Government agree to His Britannic Majesty's Government's proposal that the agreement to be concluded should take the form of an intergovernmental agreement.

III.—*Attitude to Document A.*

Additional Protocol to the Anglo-German Naval Agreement of June 18, 1935.

They agree to the wording of document A. It is necessary to supplement it by the under-mentioned point in accordance with His Britannic Majesty's Government's proposals:—

(1) Formula regarding the age of capital ships (paragraph 3 of the British memorandum of the 22nd July, 1936).
(2) Maintenance of quantitative construction possibilities (paragraph 8 of the British memorandum of the 13th May, 1936, and paragraph 6 of of the British memorandum of the 22nd July, 1936).
(3) Arrangement regarding the communication of the estimated British tonnage figures from 1942 onwards (paragraph 12 of the British memorandum of the 22nd July, 1936).

IV.—*Attitude to Document B.*

See observations in regard to No. II (*k*). Agreed as regards 1, 2, 3 and 4.

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V.—*Attitude to Document C.*

Article 30: *Qualitative Treaty.*

Reference is made to the observations under II (*a*) of the present German memorial (see also VI (*a*)).

VI.—*Proposal in regard to the Final Protocol in accordance with Paragraph* 18 *of the British Memorandum of July* 22, 1936.

The German Government propose that the following points be included in the final protocol :—

(*a*) Validity of the agreement in respect of all vessels and craft laid down after its entry into operation, should document C, article 30, not be completed in that sense.

(*b*) Willingness of the British Government to communicate modifications which affect the annual German programme in sufficient time to enable them still to be taken into consideration (British memorandum of the 22nd July, 1936, paragraph 13).

(*c*) Reservations in consequence of the non-limitation of the Soviet Far Eastern fleet as contained in section I (*g*) 1, sub-paragraphs (*aa*)–(*dd*), of the present German memorandum.

(*d*) Reservation regarding capital ship gun calibres in consequence of the armament of Soviet capital ships yet to be constructed with cannon in excess of 14-inch calibre. Present German memorial, section I (*g*) 2.

(*e*) Reservation regarding the construction of "A" cruisers on account of the non-observance of the building holiday by the U.S.S.R. Present German memorandum, section I (*g*) 3.

(*f*) Reservation regarding the application of article 19 on account of the Soviet Government's proceedings. Present German memorandum, section I (*g*) 4.

Berlin, October 5, 1936.

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Naval Conference at London 1935 —

June 16, 1938.

C 138094

SECRET

Memorandum for Prime Minister:

RE PROPOSED PROTOCOL TO LONDON NAVAL TREATY 1936

E-101
vol. 1

The U.K. Govt. have now accepted our view that Canadian signature to the Protocol is not necessary. They consider - and this can hardly be disputed - that the Canadian Government should make some communication to the other Governments concerned.

This was conveyed to us today through the U.K. High Commissioner's Office here, and, after consultation with Mr. Holmes, it appears that the form of words set forth in the attached draft cypher telegram to Mr. Massey would be satisfactory for the purpose.

This procedure of notifying the U.K. Govt. of our position and requesting them to inform the other Governments concerned at the moment of signature of the Protocol appears justified in view of the fact that the U.K. Govt. were specially designated by the Naval Treaty to keep the archives relating to the Treaty and inform other Governments of Instruments in that connection and that the current consultations are being held in London under the auspices of the U.K. Govt. This may be regarded as analogous to past occasions where, not wishing to sign a multilateral Instrument, we have authorized Mr. Massey to convey Canada's position by means of a note addressed to the President of the Conference at which the Instrument was drafted and signed - e.g. the Montreux Conference.

In the circumstances it seems more suitable that Mr. Massey should address the note to the Prime Minister of the U.K. rather than to the Dominions Secretary. In view of the urgency of the matter it appears necessary to act in this way by cable rather than attempt to mail a note signed here.

O.D. SKELTON

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C.A. BOWMAN

April 12, 1937

C 138095

WWII - Naval Defence
Naval Policy of Canada

A CANADIAN VOLUNTEER FLEET

Canada's most effective contribution for the defence of the British Commonwealth in war time would doubtless be to take over the entire responsibility of Canadian home defence. It may be considered desirable, however, to co-operate in other measures of mutual aid. The following proposal to build a volunteer fleet, to serve as a food supply fleet under war conditions, is submitted for consideration as such an additional defence contribution.

The Canadian volunteer fleet would consist of ships designed and built in Canada, forthe purpose of carrying grain and other food stuffs, including perishable food, without convoy by warships. They would be essentially freighters, but equipped for defence against enemy bombers, gas attack, submarine and mines. The vital machinery of the ships could be under a protective deck. Other decks would be stiffened to carry pedestals for anti-aircraft and light naval guns. It should be feasible to equip the ships with paravans for defence against floating mines. They could also have sound devices for detecting the presence of submarines. They would have higher speed than ordinary freighters; speed would be required for the purpose of avoiding torpedo attack, as well as for a faster passage across the ocean than would be considered economic under commercial shipping conditions. They would, of course, be fitted also with searchlights, radio direction finders and every device to aid the navigation of ships through dangerous waters without lighthouses or buoys.

The Canadian volunteer fleet would have to be built and manned frankly on a naval basis. In peace time the ships could perhaps be used for special duties such as Arctic island patrol work or perhaps for the Dominion lighthouse service. They would be essentially, however, a fleet for war purposes, but instead of

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being a fleet of warships, they would be food supply ships to maintain the delivery of Canadian food stuffs into British ports in times when ordinary merchant ships would be too vulnerable to navigate without a cruiser convoy. They would cost more to build than ordinary freighters but much less than destroyers or cruisers. The cost of building one cruiser in Canada of 10,000 tons displacement would probably exceed the cost of building ten food carrying ships to form the Canadian volunteer fleet.

The volunteer fleet would be a possible answer to the question of Canadian responsibility for maintaining lines of transportation across the Atlantic Ocean under war conditions. Presumably the United Kingdom would be prepared to guarantee a market for Canadian produce delivered by the ships of the volunteer fleet. Whether Canada should undertake to establish storage facilities in the British Isles for Canadian produce is another question. There is little doubt that, after the experience of the last war, an intensive effort would be made by enemy forces to isolate Great Britain from outside sources of supply. In the last war the Admiralty were unable to spare cruisers for convoy purposes until the German submarine campaign reduced Great Britain to a very grave state of food shortage. With new weapons for blockade purposes, including flying boats, the hazard of navigating into British ports or even of leaving Canada will have been enormously increased. Unless Canada is to be cut off from outside markets, ships of special design seem likely to be essential to pass through this contemplated blockade.

While it is possible that there would be little Canadian enthusiasm for a fleet unit of warships such as Sir Wilfrid Laurier contemplated in 1910, a Canadian volunteer fleet to carry Canadian

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produce to Great Britain or to any other market even under war conditions should be more acceptable to the people of Canada - in the prairie provinces where the necessity of exporting grain is appreciated, as well as in Central Canada and the provinces on both coasts. Ready for any emergency, a volunteer fleet would obviate the vain effort to arm and equip ordinary merchant vessels after an outbreak of war. As a factor against another war, the Canadian volunteer fleet would manifest something of Canada's preparedness to break through an enemy blockade. It could thus be regarded as a practical contribution to the security of the B British Commonwealth. - CHARLES A. BOWMAN.

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with Defence Papers for Defence Cor.

C 138098 N-300 v.3

November 8, 1938.

SECRET

✓ row 11 - Anglo-Canadian Co-operation
✓ row 11 - Naval Defence
✓ row 11 - Operation
✓ Dept. Nat. Defence

RE ADMIRALTY RECRUITING IN CANADA

The British High Commissioner is now pressing for a reply to the request made in May 1937 by the Admiralty who are anxious that their scheme should be introduced at an early date. (See Mr. Holmes' letter of October 24, 1938).

The Admiralty scheme requests Canadian co-operation in recruiting Canadians for the British Navy on the following lines: the maximum annual number for the time being to be 60 Special Service Seamen, Stokers and Royal Marines and 40 Continuous Service Boys, plus an unspecified number of Artificers under special arrangements; the Commander-in-Chief of the America and West Indies Station to establish contact and communicate directly "with the appropriate local authorities", in order to make the necessary arrangements, and the local authorities to assist "by disseminating recruiting literature, advice and information of all sorts". (D.O. despatch No. 202 of May 26, 1937.)

National Defence say that they have no objection; that this scheme would not affect Canadian navy recruiting; and that recruits who served this engagement would on return to Canada prove useful as reserves for our Service.

Instructions are desired as to the reply to be made to the British High Commissioner. This request raises again the considerations which have been raised by various British Air Force and Army recruiting schemes which have had to be dealt with by the Government in recent years.

O.D.

O.D. SKELTON

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R.W. Selby

138099 G-100 v.1

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European Situation ✓ G-300 v.1
Feminine in Canada ✓

CENTRAL (GERMANY). February 22, 1939.

CONFIDENTIAL. SECTION 3.

[C 2695/94/18] Copy No. 036a

Memorandum respecting German National Socialist Activities Abroad.

IN November 1937 a memorandum was prepared in the Foreign Office summarising the information then available concerning the nature and the methods of Nazi organisations abroad, and reciting both the misgivings that were felt in some quarters with regard to those organisations and the assurances given by high Nazi officials with regard to their aims. The memorandum was sent on the 19th November to His Majesty's representatives in twenty-four countries where the German element was known to be strong, under cover of a circular despatch in which the Secretary of State said: "It would greatly assist me in estimating the value of the German assurances regarding the aims of this organisation, if you were to supply me with such information as you may be able to obtain regarding its activities, if any, in the country in which you reside."

2. Although the information furnished by different posts varies to a considerable extent, there are certain generalisations which may be made with regard to all Nazi organisations abroad, and they have been grouped in accordance with the six questions specifically put in the Foreign Office circular despatch.

(A)—*What pressure is brought to bear on German Nationals to make them join the Organisation?*

3. There is no single organisation. Quite apart from the fact that similar organisations are called by different names in different countries—and this, of course, applies particularly to those countries where foreign political organisations are forbidden—the foreign organisation ("Auslandsorganisation" of the National Socialist party does not appear to be entirely uniform. In the majority of countries there are local branches of the party, of the German Labour Front divided into occupational groups, of the Hitler Youth and less frequently of the League of German Girls. It would be wrong to say that membership of one of these party organisations is in all cases expected from German citizens living abroad. But, of course, they are seldom the only centres of German activity. In Paris, for instance, which is a typical example, there exists a German Society, a German Assistance Centre, a German Academic Exchange Service, a German Chamber of Commerce and a German Tourist Office. Mention may even be made of the Protestant Church which in a number of countries is a very active centre of German propaganda.

4. In all these organisations a German is able to show himself a good National Socialist, and so long as he does so it is not necessary to insist that he should be a member of one of the specifically party organisations. Nevertheless, in Nazi eyes Germans who are not National Socialists are no Germans. Every German national leaving Germany is, according to a report communicated to us by the French Government, compelled by a decree of the 17th February, 1937, to inscribe himself in a section of the Auslandsorganisation, and in a number of countries this involves an obligation to attend meetings of the German Labour Front or furnish an adequate excuse for failing to do so. In almost all countries (even in Brazil where the measures taken against the Nazis have been so severe that 17,000 Germans are said to have left for home) a contribution to the Winter Help Collection is expected in accordance with the wealth of the individual concerned; and evidence has been produced that members of the German Labour Front are expected to keep their eyes open with a view to furnishing the German authorities with any information of an economic or military character which they may chance to obtain (see in this connexion paragraph 30).

5. It may be well to say here one or two words on the German organisations as such. Where uniforms are allowed, the party organisations wear them. In the Argentine there are rallies in military formation with Nazi banners. In Uruguay the Hitler Jugend is said to be armed with service revolvers. Most major branches of the Auslandsorganisation have their own party paper. There are, indeed, according to the French report forty such papers produced abroad. Apart from

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this the members of the Auslandsorganisation abroad are normally expected to celebrate the 30th January, the 1st May, Harvest Festival, the Führer's birthday and the 9th November—the normal national feast days of Germany—as also in one case at least the pagan festival of the Sonnwendfeier. A Buenos Aires report speaks of "Eintopfsonntage" (compulsory one-course Sunday meals) in the Argentine. Beyond this the activities vary greatly according to countries. In certain countries, *e.g.*, the Argentine, a member has the benefit of a local Kraft durch Freude (workmen's social service) organisation. In Latvia, voluntary labour camps are held. Members of the Hitler Youth in Belgium are called upon to spend at least six weeks per annum in camp at Munich.

6. The expenses incurred in all this activity are probably met in large measure by the Winter Help Collection, only half of which goes to the purpose for which it is advertised. In Sweden, for instance, it is known that the party "centre" is paid for out of such sources. A Buenos Aires informant said that he knew the exact sums extorted from the various German banks and commercial houses to subsidise Nazi propaganda. It appears that foreign sympathisers outside the Reich also contribute generously to the party funds. There is a persistent rumour that Henry Ford has subscribed 400,000 dollars to the Auslandsorganisation in the United States of America. Money is also sent from Germany. In Estonia the Volksbund der Deutschen im Ausland (or National League of Germans Abroad) is said to give half a million reichsmarks per annum to the various German organisations. It is, however, quite impossible to estimate the total sum actually leaving Germany for such purposes, including propaganda, but it cannot be less than the equivalent of several million pounds sterling.

7. One noticeable fact about the Auslandsorganisation is that its leaders, except in so far as they are to be found in the German diplomatic and consular missions, are in a very large number of cases the heads of the local "Travel Bureau." As such, they are presumably in constant touch with Germany. It is also noticeable that in many cases the diplomatic mission and the heads of the local German Chamber of Commerce and of the local Travel Bureau are all housed in the same dwelling.

(B)—*What steps are taken by the organisation against those German nationals who refuse to join?*

8. The steps taken to force a German national to join the organisation in those countries where active membership is compulsory are (with certain exceptions enumerated below) the same as those taken all over the world to blackmail not only German nationals, but also non-German nationals of German stock, and even in certain cases persons with no racial or national German tie, into obedience to the will of the German Party-State. Very many different forms of pressure are adopted by the Nazis in various countries and no single list of these various forms of pressure could be taken as applying to even a majority of States where the Nazi influence is strong; but it can safely be said that the Nazis use all the means which they can devise, not stopping, it appears, at murder or the threat of murder to bring about their ends, if they can do so without coming into open conflict with the State whose hospitality they enjoy. Actually, there are comparatively few concrete instances where the pressure has had to be applied, but German nationals, men of German stock and all men who have any considerable dealings with Germans living abroad are so well acquainted with the ways in which pressure may be brought to bear that they seldom dare defy the great machine with the workings of which they are so familiar. The mere threat of reprisals is enough to bring a recalcitrant person to heel, and the essential thing to realise is the methods which *may* be, and, in the Argentine, Brazil and Uruguay, *have* been, extensively applied.

9. If a man offends the Auslandsorganisation or proves himself a bad Nazi or an opponent of nazism—

(*a*) He may be subjected to a social and economic boycott by all members of the local party organisations. In countries where the German population is dense this may be very serious. It is especially so in those parts of Europe where strong German minorities exist and in the parts of South America which are centres of German settlement.

(*b*) His relations in Germany may be threatened with confiscation of their property, or even with imprisonment in concentration camps.

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(*c*) His own property in Germany will be confiscated.

(*d*) If ever he visits Germany, he will get into trouble for failing to comply with one of the multitudinous regulations with regard to currency restrictions, or some such trumped-up charge. This, of course, applies particularly to areas like Eupen–Malmédy, where the inhabitants are economically closely associated with the neighbouring German town across the frontier.

10. The penalties of disobedience specifically reserved for German nationals are :—

(i) They may be deprived of diplomatic protection, of their passports and eventually of their nationality.

(ii) If they want to get married, they will be unable to obtain the necessary papers from the consulate.

(iii) They may be deprived of "Devisen." The German banks appear in this respect to be important elements in the party machine.

(iv) If they are members of a professional body in Germany, they may be struck off the rolls, *e.g.*, an offending architect who was struck off the German Architects' Society.

11. Threats such as these are usually sufficient to force compliance with German interests. It must not, however, be forgotten that a moderate measure of active devotion to Hitler entails great advantages which may well attract many to comply. The Hitler Youth has a strange attraction for the youth of the majority of countries. It would appear to be a much more living organisation than the Boy Scouts, who, in cases where they are not utilised by the Hitler Youth for their own purposes, seem to diminish in numbers as the Hitler Youth increase. The Germans in all their propaganda concentrate on the youth, but the advantages of sympathy with the Nazis are not confined to the youth alone. Free holidays in Germany, relief under the Winter Help Collection scheme, cheap Kraft durch Freude tours, &c., and in certain cases even direct money payments are all inducements to the doubtful.

12. German propaganda by blackmail and bribery does not strictly speaking come within the scope of the Foreign Office *questionnaire*, but it has been dealt with at length in a number of the replies. It is again impossible to generalise, and it is only in the South American States that almost all conceivable means of propaganda are used.

13. One of the most important aspects of this propaganda is the attempt to influence, and, if possible, to control the press. Editors are threatened in the accustomed manner. Moreover, if they print articles hostile to the Nazi régime, all Germans may be forbidden to buy the paper, all German shops forbidden to sell it, and all German firms forbidden to advertise in it. Equally, if a paper is to be bought, strictly non-commercial prices are paid for advertisements. If editors refuse to be bought, they are subjected to a torrent of defamation in the German press. They are represented as being priests of Judah, or as minions of the capitalists of England and France. Other methods of bribery are the supply of paper gratis for a year—a concrete instance of this is quoted from Morocco—and free holidays for journalists in Germany. The Deutsches Nachrichten-Büro (the official German News Agency) normally sells news cheaper than any other news agency, and in South America the German Transozean Service provides news free. The news is, of course, deeply tinged with propaganda for the purpose of which special use is made of foreigners. Distinguished foreigners visiting Germany are asked to address a few words on the wireless to their home country about their experiences. It would need immense courage to say anything critical. Foreign journalists having visited Germany are alleged to have been bribed to write glowing accounts of the Third Reich.

14. German activities are not restricted to the press. Efforts are made to influence foreign youth from birth upwards. In Portugal German nurses work for Portuguese wages—25*s.* to 30*s.* a month. German schools are everywhere cheaper than the English, and curricula are arranged more in accordance with the interests of the local population. Cases have been reported of the deliberate ousting of British schools by "cut-throat" competition. There are numerous bursaries provided to enable foreign students to visit Germany. German teachers, who are obliged to undergo National Socialist training at Munich, give their services for a very low figure, as do German scoutmasters. In Portugal German

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teachers working in theory for nothing are paid from Berlin. Literature for schools has in certain cases been known to have been sent from Germany. In a wider sphere it is the chief function of the Hamburg Fichte Bund to distribute pamphlets in a variety of languages free, and by the million.

15. One of the main means of Nazi propaganda has been found to be the film. The result is that the Central Tourist Bureau in Berlin has issued a special catalogue of propaganda films, mainly of a non-political character, for gratis distribution. In the Argentine talking-film apparatus has, it appears, been provided more or less free. Germany has also attached great importance to possessing the most powerful wireless transmitters in various parts of the world, and has for some years been developing foreign language broadcasts.

16. Finally, mention should be made of Germany's care to flatter the vanity of small Powers by sending important men to visit them.

(C)—*What jurisdiction is exercised by the organisation over its members and others* (vide *Section* 8 *of the memorandum*).

17. The existence of Nazi organisations on the territory of foreign States concerns these States from two aspects, first as a menace to their security, and, secondly, as a menace to the liberty of all those who dwell within their territories. Liberty depends upon security, and when, as at the present time, the security of foreign States and with it the future liberty even of their own subjects is seriously threatened, the liberty of Germans and half-Germans and other individuals associated with them living on their soil naturally becomes a secondary consideration. There has, consequently, been a general tendency to disregard encroachments on the liberty of free States by Nazi agents, presumably on the ground that too drastic action might lead to consequences which the advantage to be gained from them would not warrant.

18. There can, however, be no doubt that Nazi activities in almost all countries extend German jurisdiction beyond its legal bounds. There can be no compromise between the philosophy of any country which thinks of itself as a land of refuge for the persecuted of all lands and the philosophy of a State which claims absolute sovereignty over the thoughts and actions of all its nationals, wherever they may be, and which considers that any form of blackmail undertaken on behalf of the Reich is lawful and right. For the most part the blackmail, as has been stated in section (B), is tacit, and it is very difficult in countries where there is a rule of law to take legal action against it. How far the actual party organisation increases this encroachment on the sovereignty of free States it is hard to say. Clearly blackmail is easier in an organised German colony than in a place where no organisation exists. It is, however, no less certain that blackmail would continue whether Nazi organisations were disbanded or not. These considerations apply also to espionage and other similar activities.

19. The importance of the system of party courts may easily be exaggerated. Party courts are courts established for the trial of party offences. They are by no means universal. It is probably true that in the majority of countries the penalties are not more than expulsion from the party. In countries, however, where Germany is particularly interested in forming "national groups" and in one or two exceptional cases the powers of these courts are wider. They assess the importance of the offence against the interests of Germany and convict the offender to suitable punishment accordingly—*e.g.*, to boycott. One of the exceptional cases is the Netherlands, where it would appear that no German may file a suit against another in a Netherlands law court, such cases having to be brought before the local party court. (This rule appeared in one of the publications of the local party organisation.) In Yugoslavia Germans are encouraged to do the same, but are not forced to do so. In Bulgaria the party court has been reported in one instance to have settled a criminal case.

(D)—*To what extent are attempts made to exercise control over, and to bring under the influence of the organisation, persons who, though nationals of the State in question, are of German descent.*

20. The answer to this question is again that the system varies according to the country. "Blood knows no frontier" and "Blood is thicker than ink" (*i.e.*, the ink on a man's passport) are notorious Nazi dicta. There is, however, a rather different guiding principle for Nazi practice. The Germans only seek

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to exert pressure upon non-German nationals of German origin as such, or on men of Nordic but not of German origin, *e.g.*, the Swedes, in countries where they are interested in forming "national groups" with a view to securing for the latter the ultimate political dominion over those countries. Thus compulsion is used in the former German territory of Eupen–Malmédy but not in other parts of Belgium, in Memel but not, generally speaking, in Lithuania, despite the presence of 30,000 Balts there. It is generally true to say that, where no such opportunity of ultimate dominion by subversive means occurs, persons of German origin, but not German nationality, are left in peace, although in small countries exceptions may be made if the interests of the Reich demand it, and attempts are made especially in the northern countries to bring about the Aryanisation of firms doing business with Germany.

21. Where hopes of dominion in whatever form exist, foreign subjects of German origin are scarcely distinguished by the party agents from Reichsdeutsche. In certain very exceptional cases it has been reported that even the German consulates have made no distinction between Reichs- and Volksdeutsche, *i.e.*, between German nationals and foreign nationals of German race. In Uruguay, for example, it is alleged that even Uruguayans, if of German blood, had to vote for Hitler during the plebiscite over Austria. It is, incidentally, to be noticed that after the *Anschluss* the plebiscite took place in the Argentine in the German schools, *i.e.*, on Argentine soil, and that passports had to be produced and stamped. In the Argentine it is alleged that it is not only men of German origin who are included in the Nazi group, but also a number of men of Dutch, Danish and generally of Nordic blood. A Nazi paper in the Argentine openly stated that "Nazi Germany refuses to recognise the Argentine nationality of sons of Germans born in this country." In 1937, Herr Bohle, the head of the Auslandsorganisation, is reported as having explained privately to the Germans who attended the Stuttgart Congress that Germany was interested in every man of German blood. Any such persons, he said, acquire German citizenship whenever he liked, and Germans must make that fact known abroad.

(E)—*Do members of the staff of the German Diplomatic Mission play any part in the running of the local branch of the organisation; and what are the relations between the staff of the Diplomatic Mission and the local officials of the Auslandsorganisation?*

22. The relations between the Auslandsorganisation and the diplomatic and consular missions have often been far from cordial. There are still missions where the ambassador is far from being a Nazi, but there is now generally at least one secretary closely associated with the party organisation. Thus, although a storm of feeling was aroused in 1937 by the abortive proposal to appoint cultural attachés at the German missions, having equal privileges with the minister, it is now fairly clear that in each mission there is something approaching a cultural attaché, who, although he does not rank equally with the minister, has diplomatic privilege. In general, ever since Herr Bohle took over the Auslandsorganisation, and particularly since he received an appointment in the Foreign Office in 1938, relations between it and the diplomatic missions have become increasingly close and the process has, of course, been accelerated since Herr von Ribbentrop became Minister for Foreign Affairs. In several cases the ambassador and the head of the local branch of the Auslandsorganisation are housed in the same building. It is also known that the German Consul-General at Memel has held meetings of the organisation in his consulate from time to time. In Yugoslavia the Landesleiter (National Nazi leader) is titular consul-general, doing, however, no consular work. In Lima the situation is similar. The Nazi leader in Guatemala is at present expected to return from leave as commercial attaché.

23. German consular officers have become an essential part of the German party machine. All German nationals are now bound by law to register within three months at their consulates on pain of a fine of 5–100 reichsmarks, or if the delay is longer and proved to be deliberate, the withdrawal of passports and loss of German citizenship. On registering, German subjects are expected to furnish full details about themselves and certain details even about their employers. The dangers of close co-operation between the Auslandsorganisation and consulate are manifest. Not merely is control made simple, but the consul can himself exercise considerable pressure. Besides the withdrawal of passports, he can, for example, refuse a German subject marriage papers.

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24. Not unnaturally the Auslandsorganisation is given where possible, and where its activities are technically legal, the full support of the German Ambassadors. In Brazil very considerable resentment was aroused in 1938 by the efforts of the German Ambassador to frighten President Vargas into repealing the anti-Nazi measures which he had decreed. Each side maintained that the attitude of the other was an attempt to interfere in its own internal affairs. On the German side it is, incidentally, exactly the kind of contention which has led to a claim to control the press of Holland and Switzerland, and according to one well-informed source, to an actual control of the Danish press since Munich by the German Minister at Copenhagen.

25. The support of the diplomatic missions for the Auslandsorganisation also takes an even more questionable form. That the diplomatic and consular bags are sometimes used for the purposes of the organisation is not open to doubt. Subsidies are paid through the German Legation to local German papers, but this is known to be done in Yugoslavia and in Iraq, and the same practice is suspected in a number of other cases. The American Dieckstein Committee set up in 1934 to enquire into Nazi propaganda established definitely that German consuls had engaged in "vicious" propaganda, paying in cash in the hope it would not be traced.

26. This "vicious" propaganda raises more serious issues. Considerable evidence has been produced that in certain districts quite considerable sums of money are being sent as subsidies to the Auslandsorganisation from Berlin. A Montevideo paper alleged recently that the German South American Bank in Uruguay had received 400,000 pesos from Berlin as a subsidy. Similar allegations have been made by more reliable sources in all parts of the world. It is clear that, while the allegations are in most cases exaggerated, they are based on truth (see paragraph 6). The problem is to decide whether the money is devoted solely to technically legitimate purposes or whether a large part of it is spent on activities of a purely subversive nature.

27. Our evidence in this matter is perhaps inevitably somewhat indefinite. The allegation, for instance, of an Argentine paper that the Brazilian Integralists were paid with money received from foreign embassies and consulates could never be proved, and it is actually probable that the direct payment of foreign Nazi and other subversive organisations as such—although individuals may be bribed—does not form an important item of German expenditure. What has, however, been causing much alarm recently is the acquisition by Germans, especially in Central America, of lands and contracts which could scarcely be paid for by the individual Germans concerned, and it is not impossible that the movements reported in these areas of funds from German sources, transferred by means of the German diplomatic and consular bags, are not unconnected with these purchases of land.

28. The privileged position enjoyed by diplomats and to a lesser extent by consuls makes definite information in these matters impossible, but doubt is cast upon the soothing assurances of Herr Bohle by the enormous increases in recent years in certain German consular staffs. The German Consulate in Lausanne for example, which had been closed since 1917, has been reopened. The four officers on the staff of the German Consulate-General in Chicago in 1937 had increased to 13 by the summer of 1938.

(F)—*Is there any evidence that the local branch of the organisation or any other Nazi organisations engage in subversive activities against the Government of the country in which you reside?*

29. The activities of the Auslandsorganisation and Volksbund der Deutschen im Ausland described under headings (A), (B), (C) and (D) are almost all in a greater or less degree incompatible with the sovereignty of democratic States, and as such they may be said to be in some measure subversive. In addition, however, the very existence of these organisations with the control they afford of Germans living abroad, represents a danger from two points of view. In the first place they encourage German subjects to engage in espionage. In the second place there is as a result of their existence a widespread fear of sabotage by German subjects in the event of war.

30. With regard to espionage it is alleged that German employees of non-German firms in the Argentine are liable to be recalled to Germany in order to render to the German authorities reports on the trade secrets of their employers

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and that Dutch firms generally consider it imprudent to employ Germans on this ground. In the United States of America Henry Ford is known to have in his employ a number of Germans suspected of being spies. All leaders of the Belgian branch of the German Labour Front undergo special courses in Germany dealing with political, military and commercial espionage in foreign countries, and it is known that German students in particular are everywhere encouraged to keep their eyes open for information that might be useful to the Reich.

31. The danger of industrial sabotage exists wherever Germans are to be found. For example, confidential information was recently received from His Majesty's Consul-General at Loanda that the police authorities had recently intercepted a letter from Germany, addressed to a German resident in the interior, instructing him to take all possible steps to blow up bridges on the Benguela Railway in the event of war against Britain and Portugal. There is, however, a form of this danger which must be regarded as especially menacing in all those areas where British trade routes may be liable to attack. As has already been said under heading (E) evidence continues to come in that Germans are busy buying land, and seeking contracts to build harbours in places which might serve as bases for submarines. This is particularly noticeable in the Panamá region of Central America and it has been surmised that the intention is to impede British and other shipping passing through the canal in time of war. The mere possession of land is no doubt insufficient for this purpose, but quite apart from the influence they exert upon the various Governments concerned, the Germans have been repeatedly alleged to have imported particularly into the American hemisphere large quantities of arms for purposes unknown. Several of the semi-Nazi organisations in South America are armed with service revolvers, daggers and other weapons and such private armies might indeed be a grave menace in time of war.

32. Preparation of the ground for waging war against England and France is no doubt the chief cause of the subversive propaganda in British and French territories which emanates from Germany, though probably from Herr Rosenberg's Aussenpolitisches Amt rather than from Herr Bohle's Auslands-organisation offices. The *Manchester Guardian* claims to have positive evidence that the theory of the Germans is that, wherever there is disaffection in the empires of Germany's two potential enemies, there England and France would have to send troops if war should come. They would be correspondingly weakened. It is not possible in a memorandum of this length to enter into the details of this form of activity. Mention may, however, be made of the various methods. Many of them are well known, as for instance German films, broadcasts and press reports of the horrors of British administration in Palestine. German Protestant pastors are known in certain cases to engage in propaganda of this kind. Parties of Germans visiting the Near East and Africa theoretically for scientific purposes have in the event proved to be little more than mere missions of propaganda. Deserving natives of Nigeria are believed to have been given swastikas by local German Nazis with promises of reward when the time comes. Youths from British colonies, protectorates, mandates and allied territories such as Egypt and Iraq are invited to Germany to be instilled with National Socialist and anti-British doctrines. Special attention is paid to the former German colonies and to the Near East, although Nazi centres exist in the main towns of India as well. A certain number of Arabs from Palestine and Syria and even it is said a few negroes are admitted to the National Socialist schools for leaders to be trained as propagandists of National Socialist ideas in British and French colonies and mandated territories. A Jewish source says that at the Arab Club in Berlin there has been created the European Headquarters of a permanent defence committee for Palestine. The existence of some such organisation was confirmed by the *Daily Telegraph*, but of course there is no evidence of its having official sanction.

33. The most remarkable of all German activities abroad is perhaps the attempt to convert other people to national socialism. The objects of these efforts are not absolutely clear, and it may be that even some National Socialists are themselves not absolutely clear on their immediate aim. It has constantly been repeated by high German officials that nazism is not an article for export. It is quite inconceivable that other nations should wish to import, or that Germans should honestly believe that they wish to import, pure nazism, with its openly and repeatedly announced belief that the Germanic race is destined in the

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interests of a higher Kultur to rule the earth. A national revival in England and France would, as Hitler has himself implied, not be in the interests of the German Reich. Nevertheless almost all over the world so-called national movements are encouraged by the Nazis. They often have the swastika as their emblem. In Cuba the New Cuban Nazi party distributed leaflets on which appears the German Nazi badge surmounted by an eagle with outstretched wings. In Sweden the National Socialist Workers party, forbidden to demonstrate in the streets, now according to a reliable source line the streets when other organisations demonstrate and cry "Heil Hitler." Several National Socialist organisations have been proved to be subversive, *e.g.*, the German Youth League for Chile was suppressed for disloyalty. With one or two possible exceptions all these parties are friendly towards the Germans and most of them work in the closest collaboration with them. It must be noted that outwardly German subjects are normally scrupulously correct in their attitude in the matter. It could, as has already been stated, never be proved that Germans as such were involved in the Integralists rising in Brazil, but there can be no doubt that men enjoying both German and Brazilian nationality were a very strong element in the movement.

34. It has been suggested, although little positive information can be found, that the publications of these parties are subsidised and their leaders paid by the Reich, whilst the local police and other officials are bribed to connive at their activities. There is considerable circumstantial evidence for all these allegations. Much capital is made out of jealousy of England in some spheres and dislike of Russia in others, and out of the universal sentiments of anti-communism, anti-bolshevism, anti-capitalism and anti-Semitism. The propagation of pure National Socialist doctrines involves automatically a certain recognition of the achievements of Hitler, which pure democrats are inclined not to admit. Recognition of virtues can be driven far towards real admiration and friendship by excessive and unreasoning opposition, and there can be no doubt that German Jews have been guilty of absurd exaggerations in their description of Nazi atrocities. The very success of Hitler brings with it still greater admiration. Yet when all is said no arguments can conceal the fact that pure German nazism is necessarily in direct opposition to the purely national aspirations of all other sovereign States, and the impression remains that the Nazi movements in other independent countries are friendly to Hitler, principally because they could in most cases never even aspire to power without his help.

35. Such is the nature of the German activity abroad. Its objects are not always easy to perceive, but few who read before the advent of Hitler of the National Socialist claim to rule the earth can have realised how real was the menace implied in that claim. In May 1930, when Germany was disarmed and when Hitler was still three years from power at home, Hitler is reported to have said to Otto Strasser "The Nordic race has a right to rule the world, and we must make this right of our race the guiding star of our foreign policy." On the 20th May, 1935, *Der Trommler*, the local official party organ in the Argentine, wrote as follows of "The Day":—

> "The idea may appear fantastic and absurd; but in the heads of Germans it has already taken shape as a reality. The Germans are convinced that after a victory of Hitler's in Europe they will be called to political dominion in North and South America as well."

Many are the statements of Nazi officials, the party songs and the articles in the German press which prove that this sentiment is deeply imbedded in the Nazi mind.

After nearly four years in which National Socialist Germany has made strides which have caused almost all countries of the world to fear for their own safety, such words may still appear somewhat "fantastic and absurd." But it was not perhaps without good reason that a recent book dealing largely with Nazi activities in the American hemisphere began by quoting in German Leonardo da Vinci's dictum: "Die vollkommene Wahrheit erscheint fast immer unwahrscheinlich."

R. W. SELBY.

Foreign Office, February 22, 1939.

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N.A. ROBERTSON Flow II - Propaganda - Germany C138107

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NAZI ACTIVITIES IN THE OKANAGAN VIDE HANSARD
MAY 15th, PAGE 4333.

Inspector Rivett-Carnac telephoned to say that they had identified the German propagandist, of whose activities in the Okanagan Valley Mr. Stirling had complained, as Dr. Ernst Wiese who entered Canada from the United States about the middle of April and who addressed German gatherings in Vancouver and the interior of British Columbia and Saskatchewan. He had been in touch with the German Consulates en route and in Winnipeg, and was intending to leave for the United States by way of Emerson on May 14th. During his Canadian meetings he was exhibiting two German propagandist films, one entitled "In Ethiopia Today" and the other "The Entry Into The Sudetenland". The Police had been informed of his intended visit to Canada, and thought it better to let him come, watch his movements, and check up on the contacts he made across the country. They felt that if they had advised the Immigration Department to refuse him entry in the first instance it might have disclosed the sources of information about his activities. Now that he has been in Canada and his goings on are a matter of public record, they are advising the Immigration authorities not to grant him permission to re-enter Canada until after they (the Royal Canadian Mounted Police) have been consulted.

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In the event, the Prime Minister's answer to Mr. Stirling's question appears to have been entirely adequate.

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External Affairs -
Neutrality

C138109

Extracts from notes for speech by the Honourable J. L. Ralston to the Montreal Rotary Club (as supplied by Col. Ralston).

There are some rather grotesque situations which might result if we tried to be neutral. For instance:

1. We could not be neutral and supply Great Britain with munitions or food.
2. Under certain conditions we would have to intern British sailors and British vessels.
3. As the Minister of Justice pointed out the other day, if the Empress of Britain were armed and in the service of Great Britain, Quebec would have to close her port to her.
4. If a British ship, pursued by the enemy, took refuge in Halifax Harbour, we would have to turn her out within 24 hours or else intern her.
5. British troops of course would not cross Canada on our railways.
6. We would have to cancel our present agreement with Britain for the use of drydocks at Halifax and Esquimalt by British vessels.

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C 138110

7. In short, to be neutral and still a member of the Commonwealth, we would be taking the position that we could use force to hamper and molest our own King.

WHY NOT GET OUT OF THE COMMONWEALTH?

Well, some people will say, if we cannot be neutral and stay in the Commonwealth, why not get out?

I know that there are some who feel that to question the validity or the utility of the Empire is like laying unholy hands on the Ark of the Covenant. I remember a very devout Britisher who spoke in this room two or three years ago and who, in describing communist activities in London, referred in horrified terms to the communist Sunday schools which, said he, "Mr. President, teach disloyalty not only to God but to the King and the British Empire". Much as there is to admire in the Commonwealth, I still do not rank it above Deity.

When we come to set down the reasons for not getting out of the Commonwealth, it is surprising that those which occur to us first are those which we could not demonstrate by the formulae of law or logic or economics.

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One of the best reasons I know for not getting out of the Commonwealth is the fact that apparently nobody advocates it nor thinks of it. If you ask the question which I have just propounded, - why not get out? - it comes as an instinctive shock to almost anyone to whom you speak. In other words, we are satisfied where we are.

And different people have different reasons for that satisfaction. I tried the question out in a pullman car the other night. The first reason given me, and it was a lady who gave it, for staying in the Commonwealth was that if we got out we would be absorbed by the United States.

I myself am not prepared to accept that, but she may be right. To me, one of the marvels of the age is that we have not succumbed long ago to the allurements of the bright lights and the generally milder climate and the supposed more bountiful amenities of life of our friends to the South. In 1849 there was a distinct movement in that direction, headed by prominent men of this City, prompted purely by what they thought was economic necessity. Relief by the means of the Reciprocity Treaty of 1854 largely put an end to the causes for that sporadic agitation.

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The fact that Canada has steadily increased in population and has developed its nationality side by side with the United States would lead me to feel that, if we cut our ties with the Commonwealth tomorrow, there is good reason to hope that we would preserve our national entity and consciousness.

It is worth while recalling that those who resisted American force and American blandishments in the old days were the Canadian citizens of French Quebec. It was they who repelled the American attacks on Quebec at the time of the Revolution; it was they who turned their back on Franklin, Chase and Carroll who visited Canada in their endeavour to get Canadians to join the people of the United States; and it was they who refused the advances of Lafayette and even of Washington himself to the same end.

And it was French Canadians, more zealous for the defence of Canada than the governing authorities themselves, who equipped a volunteer detachment and forced an American army out of Fort St. John on the Richelieu River.

But our reasons for remaining in the Commonwealth are positive and not just negative.

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To Canadians generally kinship and affection toward what is termed "the old Country" are still a strong and determining factor. We value and cherish the association with Britain from whence came our free institutions.

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Since their coming, the words of the Minister of Justice uttered in the House of Commons have attained new force for us all-

> "May I say to the world" (he said) "that the British Commonwealth of Nations will resist all attempts to break it; and if any dictator in the world has made up his mind that the British commonwealth is going to be disrupted, he is basing his future projects on utter fallacy."

Honourable Dr. Manion said in the House of Commons recently,

> "Let me ask this: "Who, in all this country, want Canada's independence from the Empire? I know of no large group anywhere which does not want to remain in the empire".

and speaking of the Minister of Justice's statement just quoted, he said:

> "That, to my mind, is the attitude of practically everybody in Canada today. They are all proud to belong to the empire; they are all loyal to the king. I believe that is the viewpoint of all thoughtful Canadians of French-speaking ancestry. As it is, I think, of all thoughtful Canadians of English-speaking ancestry. They want to remain part of this empire loyal to our king."

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CANADA'S RESPONSIBILITIES

Now a word as to our responsibilities.

Putting it on the lowest plane, Canada ought to take reasonable measures to defend herself because it is the responsibility of any self respecting self-dependent nation. We fortunately can plan our defences without having to provide against our good neighbour to the South and we can also be pretty sure that, if we are at war with any overseas Power, it will not be single-handed but in association with Great Britain or the United States. That saves us from diffusing our defensive programme unnecessarily, but it leaves 11,000,000 people in a country as big as Canada with plenty to do.

Just to bring it home to you in the broadest outline:

(a) We must prepare to defend our main ports and our coasts and coastal regions from raiding attacks by sea or aircraft, and to have forces and weapons adequate to deal with that kind of attack. This takes naval, air, and land forces.

(b) We must patrol the lines of approach to our coasts, and patrol and protect our shipping to and

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from the focal sea areas where trade routes converge in the vicinity of our main ports. This takes sea and air forces.

(c) We must guard our centres of population and industry from raids and sabotage. This takes air and land forces.

That isn't militarism; it's just horse sense.

Then there is our responsibility, in case of a conflict in which we are not a participant, to prevent belligerents using our territory or our coast line or the adjacent territorial waters for the purpose of attacking our neighbours. Regarding our obligations to the United States in this connection, the Prime Minister was rather outspoken a short time ago -

> "We, too, have our obligations as a good friendly neighbour, and one of them is to see that, at our own instance, our country is made as immune from attack or possible invasion as we can reasonably be expected to make it, and that, should the occasion ever arise, enemy forces should not be able to pursue their way, either by land, sea or air to the United States, across Canadian territory."

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Secondly:-

But Canada may be attacked in Europe as well as in Halifax or Esquimalt. Canada's security may depend on world security. As one of our public men said recently, we cannot "expect to be an oasis surrounded by troubles and disasters which we alone could escape", and it doesn't take much imagination these days to decide how a victorious totalitarian power would deal with this country.

I know that there are those who feel that we become unnecessarily alarmed. It is not alarm; it is just sensible preparation for an eventuality which may, but we profoundly hope will not, happen.

Only last July an article from the pen of a prominent Professor in one of our two largest Universities discussed almost scornfully the preparations being made to defend against possible aggression from Europe.

> "Let it be supposed", he said, "as many people do suppose quite vocally, that Germany is attracted by our vast fertile spaces and our unbounded natural resources, mythical though these may be. It is surely clear that a number of conditions would have to be fulfilled before this attraction is likely to be translated into an active effort at conquest. It is not irrelevant to suggest that Danzig and

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> Memel, Czechoslovakia and the Ukraine are more urgent preoccupations than Sudbury or Saskatoon, and that until these objectives are either achieved or abandoned, we can feel reasonably safe from a German invasion. That in itself should reassure us for quite a number of years to come."

Well, within three months after he wrote, Germany had swallowed up Czechoslovakia; within another six months Memel had been occupied; and only the grim determination of the Government of Great Britain, backed up by the stouthearted people of those Islands, has deterred the complete absorption of Danzig.

There does not seem to be much time for complacent philosophizing. These are days of action and, as was said by a prominent Canadian in the House the

..... (page missing)

.....United States and the Commonwealth. At no time are those relationships more important than just now, and it is a great satisfaction to be able to say also that at no time have these relationships been more cordial.

We need to keep in mind that the joint job for democracies in the world at the present time is too important to be badly done on account of misunderstandings between the different countries concerned. It is from comparatively small things

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that international differences arise and, if ever there was a time when the most complete friendship between our country and the United States was needed, it is right now. In maintaining and strengthening that friendship we do so, not for Canada alone, but as trustees for our sister nations of the Commonwealth and for the peace of the world itself.

And lastly -

While we are carrying out what we regard to be our responsibilities and obligations in these trying times by way of military and economic preparedness, is it too much to hope that perhaps by reaching and maintaining an equilibrium in armaments and halting the ambitions which are running riot just now, we may eventually get the world steadied down to rational thinking again? I like to believe that, while it may run to the end of the lifetime of many of us, at the same time this disturbance which exists is after all only a passing phase - a day in the life of nations - and that the time may yet come when the brave beginnings which were made toward setting up machinery for the possible solution of

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international difficulties can be gone on with again, when we can resume that conception of world relations, idealistic though it sounds today, which recognizes that national ambitions are no excuse for violence and illegality; that, (to paraphrase the words of a former Lord Chancellor) the white escutcheon of unsullied morality ought to be just as priceless to a nation as to an individual and that, applied to peoples as well as persons, the Sermon on the Mount was not the idle chatter of a thoughtless man.

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Neutrality
External affairs
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Re Neutrality

National Autonomy - Imperial unity

Imperialism vs. Isolation
(middle courses)

Foreign Policy and Defence:

3 schools of thought;

3 policies in conflict;

(1) Imperialism (thoroughgoing) - Imperialistic
a common commonwealth policy of defence and
foreign policy;

(2) Isolation (thoroughgoing) - isolationist
(regardless nationalism)
withdrawal from Commonwealth, "internal" entanglements;

(3) Middle Course - Canadian policy
interests of Canada;

Canadian Foreign Policy:

St.Paul - Romans: 12-18
"If it be possible; as much as lieth in you,
live peaceably with all men";

With world in unsettled state it is - possibility of conflict
from without, and evidence of unrest within;

Necessity for Unity - a time to stress unity not divisions

(1) within Canada;

(2) within British Commonwealth;

(3) with English speaking world;

(4) as between democracies;

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any evidence to contrary, e.g. talking neutrality - gives
succor and support to those who are opposed to
(1) Canada;
(2) British Commonwealth;
(3) The democracies.

Declarations of Neutrality in advance are of this character -
they are a "contracting out";
no guarantee they will be respect till time comes;
what we deem neutrality may not be so regarded by others;
How be neutral if civilization itself were at stake
e.g. world anarchy
civilization depends on survival of British Empire;

Obligation -
League of Nations;
British Commonwealth;

Only position, not automatic -
Let Parliament decide.

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Re Neutrality

National Autonomy - Imperial unity

Imperialism vs. Isolation
(middle courses)

Foreign Policy and Defence:

3 schools of thought;

3 policies in conflict;

(1) Imperialism (thoroughgoing) - Imperialistic
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Re Neutrality

National Autonomy - Imperial unity

Imperialism vs. Isolation
(middle courses)

Foreign Policy and Defence:

3 schools of thought;

3 policies in conflict;

(1) Imperialism (thoroughgoing) - Imperialistic
a common commonwealth policy of defence and
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(3) with English speaking world;

(4) as between democracies;

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any evidence to contrary, e.g. talking neutrality - gives succor and support to those who are opposed to

(1) Canada;

(2) British Commonwealth;

(3) The democracies.

Declarations of Neutrality in advance are of this character -

they are a "contracting out";

no guarantee they will be respect till time comes;

what we deem neutrality may not be so regarded by others;

How be neutral if civilization itself were at stake

e.g. world anarchy

civilization depends on survival of British Empire;

<u>Obligation</u> -

League of Nations;

British Commonwealth;

<u>Only position, not automatic</u> -

Let Parliament decide.

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C138126

War - Canada's Participation in

Control of Parliament re.

(Mr. Mackenzie King, House of Commons, February 1, 1923)
Revised Hansard, p.32

"The nature of the reply sent by the Government in answer to the despatch which was received was to the effect that as respects the sending of any contingent, it was our view that parliament alone should authorize a step of the kind, and that we would be pleased to receive the fullest information in order to decide upon the advisability of summoning parliament."

.....

(Revised Hansard, p. 33)

"It is for parliament to decide whether or not we should participate in wars in different parts of the world, and it is neither right nor proper for any individual or for any group of individuals to take any step which might limit the rights of parliament in a matter which is of such great concern to all the people of our country."

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C 138127

War - Canada's Participation in

Control of Parliament re.

(Mr. Mackenzie King, House of Commons, April 2, 1924)
Revised Hansard, p.946

"The element to which Canada might be held to be bound by the proceedings of the conference or by the provisions of any treary or instrument arising out of the same, was necessarily a matter for the parliament of Canada to decide."

.....

"Parliament would desire, as respected the treary with Turkey and any other instrument arising out of the Lausanne Conference, to reserve to itself the right to decide on the merits of the case, what action on the part of the people of Canada was right and proper."

Kryton Extra Strong

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C 138128

War - Canada's participation in

CONTrol of Parliament re

(Mr. Bennett, House of Commons, March 6, 1933)
Revised Hansard, p.2723

"No force can leave this country except with the consent of this parliament. That is clear under our own statutes."

.....

"This legislation give no power in any sense to alter the provisions of existing legislation with respect to the movement of armed forces from this country. That can only be done, as I understand the law, with the consent of parliament."

.....

(Revised Hansard, page 2726)

"I submit that my original statement that there could be no despatch of troops from this country, without the consent of parliament is strictly true, for it would be impossible to mobilize and send any body of troops from this country in fifteen days. That at least has been the constitutional position that always has been taken in this country, that even for the defence of Canada there can be no such thing in practice as troops leaving the country without parliament having given its consent. The hon. member for Muskoka-Ontario has raised the point upon which

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"I think the argument always has been founded, that since parliament must meet within fifteen days and since there can be no warrants issued after parliament meets in order to vote the money, it therefore follows that parliament must give its pronouncement yea or nay upon the matter by providing or refusing to provide the necessary money."

.....

"We always have predicated the movement of armed forces out of Canada upon the assumption that it was necessary for the defence of Canada. Then, the governor in council having taken the requisite action as an executive act, since the obligation is to call parliament within fifteen days before any expenditure is made and before the troops in fact are despatched, it follows in the very nature of things that if parliament met and declined to vote the money an expedition would be abortive and could not function. That is the law as I understand it; I believe that has always been the law in this country since we have had to consider these questions. Let me repeat that no troops can leave this country to engage in military operations without the consent of this parliament. I believe that is a correct statement of the position in view of sections 64 and 66 of the Militia Act.

.....

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(Mr. Bennett, Revised Hansard, p.2327)

"I do not think it possible to say that any troops could be moved out of this country under any circumstances unless parliament gave its assent; firstly, because fifteen days is a period of time which would certainly elapse before mobilization and movement could be completed; and secondly, no government would move forces out of this country if on calling parliament such action were negatived by non-provision of the moneys necessary to pay for the expedition. Therefore the first statement I made is I think a statement that has been made in this house frequently and generally accepted as true, that there could be no movement of forces out of Canada for the defence of Canada unless this parliament had approved."

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C 138131

War - Canada's participation in

Control of Parliament re

(Mr. Bennett, House of Commons, March 23, 1933)
Revised Hansard, p.3306

"It is quite clear that under no circumstances, as the law now stands, could we dispatch from this country any substantial number of men if we desired to do so, because, as I have said, the statute now calls for parliament to meet in fifteen days after the country is at war, and I certainly agree that it would be impossible to send from this country any substantial number of troops under the appropriations as we now have them, without a governor general's warrant; and I cannot conceive of a government asking for a warrant and calling parliament together, as it must, within fifteen days from the date of hostilities or declaration of war."

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C 138132

War - Canada's Participation in

Control of Parliament re

(Mr. Mackenzie King, H. of C. March 23, 1933)
Revised Hansard, p. 3306

"There is nothing in the law as it stands to-day which says that parliament must be convened in the first instance, but I think the Prime Minister made it clear that so far as he is concerned he would feel that parliament should be called in the first instance."

"May I point out by way of a concrete instance exactly what I have in mind. In 1922 the government of this country was asked by the British government whether we would send a contingent to participate with the British forces in the near east in an effort to withstand aggression of the Turks upon Europe. The Liberal government of the day took the view that parliament should be called in the first instance and that its consent would have to be obtained before any forces should be permitted to go abroad to serve in conjunction with other military forces."

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C138133

War - Canada's Participation in

Control of Parliament re.

(Mr. Mackenzie King, H. of C. April 9th, 1934)
(Revised Hansard, p. 1981)

"I hope the time will never come when this parliament will have again to discuss war. But if it ever has to discuss war, I submit that is the time above all others when parliament should be called together and the decision as to the action to be taken not left to the governor in council. If the Prime Minister is retaining this clause which deals with peace, order and good government in order that he may have the power, notwithstanding any statute or law, to have this country participate in a war, there is a stronger reason than ever why the clause should be stricken out."

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C 138134

Re Dominion Neutrality when Britain at War

("Speeches and Documents on the British Dominions" - 1918-1931"
Berriedale Keith - 1931)

"The Dominions and the United Kingdom alike enjoy systems of full responsible government, based in the case of the Dominions on the British model, which is the exemplar for the rest of the Empire. But there are certain differences between the two cases based on physical facts. The King is personally present in the United Kingdom, and this prevents his presence normally in the Dominions, where he must be represented by a Governor-General. But, while the widest delegation of the power of the Crown is made to the Governor in all matters of internal concern, he is not yet granted the most important of external prerogatives, the right to declare war, proclaim neutrality or make peace, or to exercise the treaty power. In these matters the King himself still acts for the Dominions, a fact which inevitably complicates the operation of Dominion autonomy." (pp. xxvii - xxviii)

"One issue there is which presents the possibility of difficulty, though there is no need to anticipate serious trouble. As matters stand, control of the highest attributes of external sovereignty is still, even in respect of the Dominions, formally vested in the King personally and is not delegated to his representatives in the Dominions. It is in theory possible that the King might be confronted on issues of fundamental importance of war and peace by conflicting advice from his governments in the United Kingdom and in one or more of the Dominions; thus, for instance, the Irish Free State might desire to remain neutral while the British government deemed war essential. In such a case, it has been suggested, the King might have to perform personally the difficult task of seeking to secure reconciliation of opposing views. But it must be noted that His Majesty necessarily stands in fact in a very different relation to his United Kingdom ministers from that which he occupies with regard to ministers in the Dominions. With the former he is in daily and effective touch, and can bring to bear on any issue the full weight of intimate knowledge of those with whom he has to deal and of the conditions of feeling in the United Kingdom. In the case of the Dominions, on the other hand, it is impossible that the King should be in effective touch with the ministry, and lack of such contact must gravely diminish the power of acting as a reconciler of conflicting aims. Moreover, there is inherent in any such action a grave danger, if it is intended that in the ultimate issue the King should have the right to reject Dominion advice on the suggestion of United Kingdom ministers, or to overrule British ministers to meet

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Dominion views. Such action might uproot loyalty to the throne, and it can hardly be doubted that Mr. McGilligan is right in his contention that in foreign issues the King must ultimately accept the advice of ministers, even if he is convinced of its unwisdom. On the other hand, it would be invidious for His Majesty to have to appear as formally responsible for contradictory policies, and for action by a Dominion which public opinion in the United Kingdom might deem to run counter to British interests. This consideration suggests the conclusion that it would be unfair to lay the burden of co-ordination of foreign policy in any sense on the sovereign, and that it may ultimately be necessary to reconsider the present rule of withholding from the representatives of the Crown in the Dominions the exercise of the prerogative in issues of foreign affairs. It is, however, possible that the necessity of informing and receiving information from the King may be regarded as of sufficient value to outweigh this consideration, and at any rate it is permissible to hope that with the progress of co-operation between the several parts of the Empire the issue may remain wholly academic and it may remain unnecessary to deal definitely with it. (pp.xli - xlii - xliii)

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Neutrality

External

C 138136

FOREIGN POLICY

League of Nations, Peace, Neutrality and War

Extracts from Speeches (in Parl.) by

Right Honourable W. L. Mackenzie King, since

January 1936

1936 March 10, "There are no commitments made that I am aware of or that the government is aware of on the part of Canada with regard to imperial defence."

"I wish to say that so far as the government of Canada is concerned, as a member of the league we are responsible and take responsibility for only those steps which we have taken by ourselves and on our own behalf."

(Revised Hansard, p. 922)

March 23, "I believe that Canada's first duty to the league and to the British empire, with respect to all the great issues that come up, is, if possible, to keep this country united. I believe that can be more effectively accomplished at this stage if we wait until we are a little more fully informed, than we are at the moment, with respect to all the considerations of which we should have knowledge before attempting to pronounce too definitely upon the position which we are taking or shall take with regard to European affairs.

(Revised Hansard, p. 1333)

June 18, "There is no blinking the fact that economic sanctions may lead to war. They mean the application of force. They are not mere commercial measures. They are in intention and reality a means of imposing the will of one nation or group upon another nation or group. In modern times they have always, in different forms, been an important part of the technique of war, from the Berlin decrees to the

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June 18, (cont'd)

"Trading with the Enemy Acts and the blockades of neutral countries in the great war. Whether they will progress into military measures is not necessarily within the control of the powers that impose them; that may depend on the calculation of advantage and disadvantage made by those against whom the test of will is directed."
(Revised Hansard, p. 3864)

"In brief, collective bluffing cannot bring collective security, and under present conditions most countries have shown they are not prepared to make firm commitments beyond the range of their immediate interest."
(Revised Hansard, p. 3866)

"That brings me to the question of our own attitude to the league in the future. It is not a subject upon which anyone can dogmatize. There are many points of view which may be taken to-day, and new factors, new experience, may require us in the years to come to revise the opinions of to-day. But it is a question which events have forced us to consider.

Here, again, may I say that the view of the government, in general terms, was expressed in our statement of October 29, and that experience since that time has not shown any reason for substantial alteration of that view.

In brief, it was then indicated that the government regarded the league as an essential instrument for peace; that there had been differences of opinion among league members from the beginning as to the means whereby peace could be secured; and that successive Canadian governments, without any appreciable public dissent, had opposed the view of Geneva as "an international war office," with the emphasis upon punishment rather than prevention. The statement concluded:

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June 18, (cont'd)

It is also to be understood that the government's course in approving economic sanctions in this instance is not to be regarded as necessarily establishing a precedent for future action. In the future, as in the past, the government will be prepared to participate in the consideration of the most effective means of advancing the aims of the league through the adjustment of specific controversies, the lessening of the rivalries based upon exaggerated economic nationalism, the renewal of the effort to stem the rising tide of competitive armament, and such other policies as are appropriate for a country in the geographic and economic position of the dominion, and as will ensure unity and common consent in Canada as well as the advancement of peace abroad."

(Revised Hansard, p. 3868)

"We must not despair of the league. The league has failed, but the league is not a failure.

We must continue to work earnestly toward the ideal of world peace. To that end we must utilize constructively the League of Nations - that indispensable agency which the conscience of mankind fashioned on the morrow of the greatest international disaster of all time, and bequeathed to our own and future generations."

(Revised Hansard, pp.3872-3)

July 26, "Canada asks that the nations of Europe strive to obliterate whatever makes for war and for death.

She appeals to them to unite in an effort to bring into being a world at peace."

"A world at peace," Canada believes, is the only memorial worthy of the valour and the sacrifice of all who gave their lives in the Great War."

(Unveiling of Memorial at Vimy)

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C 138139

1936

September 29, (Geneva)

"We believe the present is a time when no country should be satisfied with appearances or professions. It is a time when the reality and effectiveness of whatever is being considered should as completely as possible be known and disclosed. Undertakings are meaningless apart from the will, the intent, and the capacity to meet obligations assumed."

"There is to-day also a widespread conviction, born, of experience, that at this stage in the evolution of the League, emphasis should be placed upon conciliation rather than upon coercion. There is a general unwillingness of peoples to incur obligations which they realize they may not be able in time of crisis to fulfil, obligations to use force and to use it at any place, any time, in circumstances unforeseen, and in disputes over whose origin or whose development they have had little or no control."

"Canada comes to the League of Nations to-day with a desire to reaffirm her adherence to the fundamental principles of the Covenant. The preservation of peace by the progressive organization of international co-operation within a collective system has been championed in equal measure by members of all political parties in Canada. Our attachment to this ideal is as strong to-day as it was at the inception of the League. At the same time, there is general concurrence in the view which has been expressed by leaders of all political parties since the beginning of the League, that automatic commitment to the application of force is not a practical policy.

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1936

September 29
(Geneva)
(cont'd)

Successive Canadian Governments have opposed the view that the League's central purpose should be to guarantee the territorial status quo and to rely upon force for the maintenance of peace. Canadian public men irrespective of party opposed or sought to remove the status quo guarantees of Article X."

"The Canadian House of Commons by unanimous resolution has made the adoption of undertakings to apply either military or economic sanctions subject to the approval of parliament."

"We believe that the only way to strengthen the League's shaken authority is to take heed of that experience, to make the policies of the League conform to realities, to the conditions and attitudes of mind that exist in fact in the world of to-day, without losing sight of the possibility of modifying those policies as facts and national attitudes change in the future."

"The universal acceptance of the principles of the Covenant must be the constant aim of those who hope for the renunciation of war as an instrument of national policy. It is necessary to remember, however, that universality is not to be attained in a single stride, and that its achievement will only be rendered possible as the utility of the preventive functions of the League is confirmed by experience and supported by the quickened conscience of humanity.

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September 29 (Geneva) (cont'd)

The coercive and punitive provisions of the Covenant have operated in the past as a deterrent to the kind of collaboration which must serve as an intermediate stage to a League of Nations which will be universal. By emphasizing the mediation and conciliation aspects of the Covenant, we can help to transform the collective system from a hope into a reality. Every vacant seat in the Assembly is a broken link in the chain of collective security."

"What is now called for is to register in the light of actual facts the position which has developed during sixteen years of League history by the interpretations given and the action taken or not taken as occasion for decision arose."

"Modified, or unmodified, sanctions against an aggressor have never been tried when the conflict took place in Asia or America. Applied once in an Afro-European conflict, they failed and were abandoned because of general unwillingness under the conditions of the day to press force to the point of war."

"One fact must be obvious, namely, that this is not a time to accentuate differences of opinion or view, but rather a time to see that nothing is permitted to stand in the way of European nations in their efforts to construct the foundations of good-will and mutual confidence in their affairs. Without the restoration of confidence and good-will among the nations of Europe, and particularly among the Great Powers, the League cannot possibly begin to perform its tasks. If good-will and confidence

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1936

September 29, (Geneva) (cont'd)

go in Europe, the League will go with them; if they are re-established, there is no necessary re-adjustment in League machinery or organization which cannot speedily be effected."

(Seventeenth Session of Assembly of the League of Nations) (Geneva)

November 9,

"There is the strongest argument for having the League devote its attention primarily to a discovery of the causes that make for war, and to their elimination. Do not imagine that, because in several particulars the League may have fallen short, the League itself is a failure. The League has done a great work in the past. It is doing a great work at present. I have not attempted to set forth what the League has done in connection with social problems, the opium traffic and discussion of economic questions. Along these lines a great deal has been and a great deal more can be done. As the causes of irritation are removed so there will be lessened the possibility of war.

While failures have taken place, while certain objectives have not been reached, there is no reason to feel discouraged. What the League is doing at the present time is helping to save the situation. But it cannot be saved by the League alone; it can be saved only by the action of men and women in Europe and in all other parts of the world today.

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1936

November 9,
(cont'd)

I do not believe there is a ruler or a people in Europe today that really wants war. So far as Great Britain is concerned, she is determined to do everything she can to keep out of any European war, and, equally, if not more determined, to pacify conditions in Europe so as to make the possibility of war altogether remote.

What about Canada's position? After all, will not the world situation be best solved by each country beginning with itself, and its own continent, and by putting its own house in order, serving by the force of its own example to influence other nations in the way desired? I felt a very proud man at Geneva to be able to say that, so far as Canada was concerned, we enjoyed friendly relations with every nation on earth; and that we were prepared to trade with every nation which was prepared to trade with us. We are anxious to be, and are friendly with all peoples. In our own country we have been fortunate in keeping down antagonisms of race and class and creed. Differences are bound to arise, but we have been able to understand each other and to accommodate these differences. With our neighbours to the south we enjoy the most friendly of relations. An International Joint Commission has been able to settle disputes between us by means of reason rather than by force. This is a very real contribution to the cause of world peace. It is one which, I believe, is making itself felt in the Europe of the present day."

(Address to League of Nations Society,
Ottawa)

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1937

Debate on Address

January 18,

"Because there has been a failure on the part of the league with respect to some matters for which it was formed, that is no reason why every effort should not be made by the different countries to remedy what defects there may be in the constitution of the league and to change the application of the covenant in such ways as may be necessary to bring about the universality of membership upon which the league was originally intended to be based and without which it is very doubtful if it can be made the success which the nations hoped it would be."

(Revised Hansard, p. 48)

January 25,

Debate on Foreign Policy

"When we came back into office in 1935, a trade war was being waged between Japan and Canada. Owing to disputes over the interpretation of statutes and restrictions imposed in various ways, there had come about a cessation of trade between the two countries. This trade war might have led to bitter enmity between the two countries had it been allowed to continue indefinitely. We set about immediately to remove the causes of friction. We succeeded in removing them, and from that day to this the relations between Japan and Canada have improved economically and in other ways to the mutual benefit of the two countries."

(Revised Hansard, p. 245)

"Parliament must be free to decide its attitude in the light of the circumstances as they may exist at the time. Parliament acting for the people is the supreme authority in the state with respect to all matters, and certainly with respect to what is most vital to the nation, namely, the question of

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January 25, (cont'd)

whether or not it shall be involved in war. The policy of the present administration is that, in deciding matters of this kind, as the representatives of the people parliament shall be the voice of the nation; parliament shall decide."

(Revised Hansard, p. 248)

"Over and over again we have laid down the principle that so far as participation by Canada in war is concerned, it will be for our parliament to decide. Having taken that attitude with respect to participation, I think we might well take a similar attitude with respect to neutrality. It will be for this parliament to say in any given situation whether or not Canada shall remain neutral. At any rate that is the position which the present administration proposes to take."

(Revised Hansard, p. 249)

"My reply to him is that parliament will decide whether or not we will remain neutral. We will not be bound in advance as to what position we will take. We will in a case such as he has mentioned take into account all the circumstances which have occasioned Great Britain entering the war. We will take into account the situation in our own country. In reaching a decision parliament will consider everything that has a bearing on the question on the war."

(Revised Hansard, p. 250)

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"If I had to find words, Mr. Speaker, in which to express Canada's foreign policy, I would use those which the Apostle Paul addressed to the Romans, when he said to them, "If it be possible, as much as lieth in you, live peaceably with all men." Those words, applied to Canada as a nation, express our policy. There is not a phrase in that little sentence which is not significant. "If it be possible"; those words are not without their meaning. When we say that we would live at peace with all men, it may nevertheless not be possible in a world such as we are in to-day to live at peace with all men. That is the most serious circumstance with which this country and many other countries are faced at the present time. The world is not in a normal frame of mind. The world has been going through a condition of stress and strain in the last five years which has affected the mentality of men. No one can tell what terrible situation may appear on the horizon at any time. No one can say what mad act may be performed in the course of a crisis which may precipitate a great world catastrophe. God forbid that anything of the kind may come! But no man would be worthy of a place in this parliament who did not realize that there is no part of the world to-day that is not menaced with danger from without, and very few parts not menaced equally from unrest within."

(Revised Hansard, p. 251)

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January 25, (cont'd)

"I believe that the League of Nations has yet a great part to play, but it will be able to play that part effectively only when it comes to have universality of membership. A league of nations without the United States, or Germany, or Japan, with Italy neither in nor out, with Brazil out, and with other nations not prepared to live up to obligations which they had assumed, is not an institution which can maintain peace. The reason some countries never came into the league, and the reasons why others went out, or were unwilling to assume risks involved were in part because of the war obligations which the league imposed upon them, or to which they saw its obligation were certain to lead. I believe that with a revision of the covenant which will enable the league to proceed long lines which with further consultation, conciliation and mediation, we shall see develop a great institution which will serve the world well."

(Revised Hansard, p. 252)

January 27,

Debate on World Peace

"What the British and the French representatives at the League of Nations were most anxious to bring about was a conference of the big powers in Europe, the powers immediately concerned. They felt that if Germany, Italy, France, Britain and Belgium could get together in a round table conference it might be possible to work out some solution of the existing difficulties. Great Britain has been working to that end for a year or more, but she has not yet succeeded in bringing those nations together in round table conference."

(Revised Hansard, p. 323)

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February 19, Debate on Defence of Canada.

"Foreign policy has to do with maintaining peace, and I have indicated over and over again that so far as this government is concerned, its policy is to follow after the things that make for peace with all the nations of the world, and to do the utmost that it possibly can towards that end. Our whole fiscal policy is based on that view. It is a part of our foreign policy, part of our relations with other countries. We believe that getting rid of trade restrictions, quotas, and other barriers, doing what we can to break down economic nationalism, helps to make for peace."
(Revised Hansard, P. 1054)

1938

January 31, Debate on Address

"There are times when it takes much more courage to remain silent in the face of seeming or actual insult that it does to be outspoken and to strike out from the shoulder. These are times when all the restraint that can be exercised by a country, a government or by members of parliament should be exercised."
(Unrevised Hansard, p. 76)

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C 138149

1938

February 11, Sino-Japanese Conflict

"If my hon. friend wishes to know in a word what the policy of this country is with respect to matters affecting war, let me tell him that it is to seek in every possible way to avoid taking any step which may be responsible for this country either directly or indirectly being drawn into war or bringing itself or other countries into a world conflict. What it does or refrains from doing to-day with respect to world affairs is with a view to discharging its obligations in the light of the existing world situation and in the light of what other nations are doing or refraining from doing. To the best of its judgment the government is following a course which will serve to keep Canada strictly neutral and enable her, when opportunity presents itself, to co-operate with other nations in helping to bring to a conclusion, more speedily than might otherwise be possible, any existing international conflict."

(Unrevised Hansard, p. 423)

February 17, Japanese Immigration

"I have realized, as everyone must who looks at world trends and movements to-day, that despite what any government may do, each year makes more inevitable the drawing nigh of the day when we shall see how the great question of differences between the peoples of the orient and those of the occident are to be finally settled, whether it is going to be possible to settle these differences by peaceful means, or whether we are to have more in the way of international conflict as in the end the means of settlement.

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February 17,
(cont'd)

I personally believe that everything that can be done that may avoid conflict, should be done. I think in the attempted solution of these great international problems, we should do everything we can to avoid the possibility of conflict, and it is from that point of view that the government takes its position with regard to this particular measure."

(Unrevised Hansard, p. 626)

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External affairs
Neutrality C 138151

DEFENCE

Digest of Opposition Speeches in House of Commons
Session - 1937

January 18th
Rt. Hon. R. B. Bennett - Speaking on the Address said: (P. 43)

"There is, however, nothing for the protection of the neutrality of this country if there should be a war ..... Sometimes I think, when I hear the observations of some of my friends, they little realize what the maintenance of neutrality means. We are not equipped to maintain neutrality". .....

January 25th - Debate on Canada's Foreign Policy
Mr. J. S. Woodsworth
Hansard P.261-8

"It seems to me that now is the time when we should have very clearly expressed to us what the policy of the present government is on these matters." (Increased armaments, neutrality, participation in foreign wars). Refers to Quebec in the East, and the 50-per-cent foreign born population of the West, many of them coming here to escape militarism. Not an isolationist, not anti-British or un-British. War settles nothing. Armaments are no insurance against war. We must be prepared to pay the price of peace. "Under existing international relations, in the event of war, Canada should remain neutral regardless of who may be the belligerents." Consideration must be given to three needs: our relationship to the League; to the Empire, and the welfare of Canada itself. "Canada should work for a league in which each nation would be willing to surrender its sovereignty and its individual armaments." Refers to the dangers of Imperialism. Suggests that if the British connection is to be maintained, Canada must have an effective voice in the policies which vitally concern her people. Refers to Canada's favored position alongside the U.S.

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Miss Macphail
(Hansard P.277)

Claims that during the fifteen years she has been in Parliament, Canada's foreign policy has never adequately been discussed. Congratulates the Prime Minister on his Geneva speech. What the Prime Minister said at Geneva did and does represent the majority opinion of Canadians. "I do not feel as happy about his speech tonight as I did over the reports of his speech delivered at Geneva." States that she has now a "North American point of view" ....."One thing about Canada which we can be sure will never change is its geographical position. We cannot be sure it will not change in other respects. That geographical factor will in the long run determine Canada's foreign policy."

Expresses opinion that Canada should cut adrift from the problems of Europe. Before defence estimates are debated, Parliament should be very sure of the reason for increasing them. The kind of defence Canada needs would depend on whether we are preparing for an overseas conflict or for defence against attack. Parliament and people have a right to know the answer. In judging the efficiency of our defences, we must think only in terms of what is good for Canada. That is loyalty in its highest terms. Canada would be well-advised to get ready for neutrality. "I think the United States are acting wisely in this regard. They are preparing for neutrality". Canada should do everything possible in preparation to maintain a neutral position.

NVR —>

T. C. Douglas (Weyburn)
(Hansard, P. 281)

Praises stand taken by the Prime Minister at Geneva to the effect that only the Parliament of Canada could declare war for Canada. No longer prepared to accept the position that anyone else could precipitate Canada into a major conflict. Considers Canada needs a foreign policy far more than a defence policy. "Against whom are we required to increase our defences?"

Discusses the isolationist point of view but confesses that in his opinion it is hopeless as far as the building up of an effective world peace is concerned. Believes that the Government is "pro-American in their foreign policy". Dismisses "collective action" as something which will not work.

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T. C. Douglas (Continued)

"There are in Europe today nations which are avowed potential aggressors. One cannot talk about conciliation with a mad dog. .... To take from the league all capacity to enforce its decisions, is to make the League of Nations null and void. .... The Prime Minister spoke tonight of the need for unity between democracies, but certainly there can be no unity between democracies if Canada announces she is not prepared to pay the price of maintaining a peace system." We should support a system of collective security, including economic sanctions. We should consider the possibility of entering into a collective system to build up peace machinery; asks that Canada, in view of the various nationalities represented in her population and her geographic location, shall be freed from military commitments, and that as a sign of good faith we should restrict the sale of nickel to purely commercial purposes.

Denton Massey (Greenwood)
Hansard P.287-8

Claims that there is no national voice in Canada today and that Canada is at the cross-roads. "Would a declaration of Canadian neutrality in time of war be regarded by any warring nation, an enemy of Great Britain, as binding, so long as this dominion remains part of the empire? ..... The only way for Canada to be regarded as a neutral country in a war in which the Empire is involved, is to sever her ties with the Empire". Neutrality would mean the sacrifice of our external trade, our trade treaties, and, Mr. Massey asks, how long would rich, fertile Canada be left alone by the land-hungry nations of the world. Would the U.S. protect us? "There would be no protection without a price. Are we prepared to pay that price?" Further, without the balance wheel of empire, how long would Canada remain a union of nine provinces?

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FOREIGN POLICY

January 28th
Mr. O. B. Elliott (Kindersley) (Hansard p. 416)

While supporting Mr. Woodsworth's resolution, draws attention to the vast scale of present-day armaments. In view of the fact that the civil population of every country in the world would be involved in modern warfare, we should take such measures for defence as are within our power. Parliament is responsible for the lives of the people of this Dominion. Relies on the sincerity of the Prime Minister in his declaration that Canada would not necessarily become involved in any war in which other parts of the Empire may enter. Discussing economics and the causes of war, he sums up: "The path of peace is along the commercial highway of fair trading relations, allowing these nations to use exports to pay for imports. .... The idea that Canada and the United States can stay out of a world war is absurd."

Mr. Daniel McIvor (Fort William) (Hansard p. 418)

Agrees with the resolution but cannot see how Canada can remain neutral. Belonging to the British Commonwealth, our neutrality would not be recognized by any enemy of the Empire with a big navy or air fleet, our only alternative being secession. We could not stand alone, and if we joined with the U.S., where would our neutrality be if they engaged in war. Believes that profiteering should be done away with, and that wealth should be conscripted first.

Mr. C. E. Johnston (Bow River)(Hansard, p. 419)

Is not satisfied as to what is the Government's programme. In order to remain neutral, a nation must have a certain strength with which to maintain that position. Continuing the debate on February 4th (Hansard p. 587), Mr. Johnston discusses the economic aspects of war, the search for markets, raw materials, etc., and says: "I do not think we should entirely disregard the possibility of war; I do not think we should treat it too lightly. In my

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Mr. C. E. Johnston (Continued)

opinion we should go ahead and prepare a proper defence program, trusting neither to the U.S. nor to Great Britain." Reiterating his abhorrence of war, he is emphatic that the consent of the Canadian people be obtained before any participation in a European war. Believes we should build up a navy to protect our coasts. The ships could be built in Canada, thereby providing employment. Commercial flying should be encouraged, as by that means we could build up an adequate air force. "If we take ordinary common sense precautions, there can be no question in the world of any foreign invasion of this country." Expenditure to be financed by the Government creating the amount of money it would otherwise borrow from the banks. "This is the time, right now, to plan defences and let the people of Canada know exactly what the Government intends to do and how they intend to do it."

February 4th
Mr. L. A. Mutch (Winnipeg South) (Hansard p. 591)

Confines his criticism chiefly to war profiteering, "When the day dawns in which war is unprofitable, that day will be the dawn of universal peace ..... we cannot free the world from war; but we can declare on the question of war profits that Canada has taken a firm stand".

Mr. J. C. Landeryou (Calgary East) (Hansard p. 593)

Believes that Canada's geographic position is her best defence. "We are of opinion that the country is in need of defence. Let us issue the credit necessary for the purpose without borrowing, and take steps to prevent profiteering on the manufacture of defence equipment. By taking the profit out of war we will be on the road to peace.

Mr. F. D. MacKenzie (Neepawa) (Hansard, p. 594)

Stresses view that the working out of any defence plans for Canada should include the mobilization of the economic resources of the nation.

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C 138156

Mr. J. A. Marshall (Camrose) (Hansard, p. 596)

Confesses he is puzzled to know what action Canada should take in view of almost universal re-armament. If Parliament is to decide on the question of going to war, he does not crave any responsibility, and is not sure that that is the right course to adopt. The question should be put before the people for their decision by means of a referendum.

Mr. J. S. Woodsworth (Winnipeg North Centre) (Hansard p. 610)

In his speech closing the debate on his resolution respecting Canada's foreign policy, takes issue with the French-speaking members. "The Minister of Justice confesses that war means revolution, and yet he urges that we prepare for war. ... If it is sufficient to wait until the evil day, why are they anticipating that evil day by preparing in this way. .... The Prime Minister really offered us no alternative to the present method of settlement. He proceeds to prepare for war." Discusses war profiteering and expresses opinion that there should be no increase in defence estimates until the veterans of the last war are adequately provided for, no increase until the burden of taxation is shifted to the shoulders of the profiteers, and until there is full provision for social services. Refers to the destitution in Manitoba and Saskatchewan, and the unemployed boys sent to farms at $5 a month.

With reference to the Prime Minister's statement that the increase in defence expenditures is for the defence of Canada and for Canada alone, Mr. Woodsworth believes that every effort will be made to draw Canada into Great Britain's imperialistic enterprises. "Frankly I am afraid of the influence these coronation ceremonies may have on those Canadians who go over to London to represent the Government."

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Neutrality - Defence

C.138157

Mr. Bennett

Defence - Protection of Canadian Neutrality

Unrevised Hansard, January 18th, 1937.

..... "I find, looking through the speech from the throne, that we are going to have a trans-Canada air service and are going to provide for that. There is, however, nothing for the protection of the neutrality of this country if there should be a war. Those hon. members who are familiar with the history of the world will remember that on one occasion, when the United States was a very young country, with a population scarcely that of Canada, France endeavoured to compel her to buy her neutrality; and those who remember those coins of the United States will recall the words, "Millions for defence, not one cent for tribute". That was the answer of a small and scattered population when an effort was made to induce them to buy the neutrality which they had declared. Sometimes I think, when I hear the observations of some of my friends, they little realize what the maintenance of neutrality means. We are not equipped to maintain neutrality, even that fine neutrality of mind of the Minister of Transport; we cannot have even anything such as that. But we are to have a trans-Canada airway, and doubtless at the appropriate time the Minister of National Defence will be able to make a supplementary statement indicating the extent to which this may be available for the protection of neutrality."....

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ODS/ET
17 March 1935

C 138158

MEMORANDUM FOR THE PRIME MINISTER:

Re: Grant MacNeil's Resolution

Attached is a comprehensive and searching memo by Mr. Christie on the general situation, with specific comments (pages 19-22) on MacNeil's proposal.

I have delayed sending it on, in the hope of finding time to add a short note, suggesting a course which would avoid entering into the difficult legal and constitutional position, and passing upon the vexed question whether or not Canada is automatically at war when Britain is at war.

It is not an easy solution to find.

I have dealt with some aspects of the same question in notes on "Relations with the United Kingdom", and append only a brief note here; also an editorial from the "Canadian Forum".

O.D.

Mr. MacNeil has

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Mr.MacNeil has put his finger on a real difficulty in our present Commonwealth relationship. There are inconsistencies and ambiguities in that relationship inseparable from a process of gradual evolution, and inevitable in view of wide differences of opinion on the fundamental issue. The truth is, we have solved admirably the problem of peace-time relations within the Commonwealth, worked out in substantial fulness a relationship which combines freedom with friendship, flexibility with continuity, ensured the co-operation of independent governments and parliaments comprising a quarter of the world. But we have not yet worked out a solution of war-time relations that reconciles all factors in the situation. We have attempted to solve it by saying that Parliament will decide, and rightly so: there may be difficulties in crossing a bridge at short notice, but we may never come to the bridge, and we do not now know just what kind of a bridge it will be. Perhaps it would suffice to say in reply to Mr.MacNeil:

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Our conduct in such a crisis will not be determined by theories as to our legal position. The legal position will be determined by our conduct, by the accumulating result of experience in many and varying situations.

Canada will not stay out of a British war because some constitutional authorities declare that she now has a legal right to stay out, or the government essays to establish such a right.

She will not go into such a war in any way that matters simply because some constitutional authorities say that the Kingship cannot be divided and that the action of his advisers in the United Kingdom or Australia necessarily binds Canada.

Why, then, divide the country on an issue that may not arise, and seek a verbal solution that would not affect the realities?

conduct not determined by theories as to legal position
legal position must be a result of conduct
realities vs verbal solution

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THE CANADIAN FORUM
March, 1938.

C 138161

The Right to Neutrality

Mr.Grant MacNeil,C.C.F. member for Vancouver-North,has placed on the order paper of the House of Commons a resolution which should at last force Mr.King to tell us exactly what he means by his ambiguous phrase "Parliament will decide." The resolution,after reciting the fact that under existing constitutional relations Canada is automatically in a state of belligerency when Great Britain is at war,and pointing out that this means we are subordinate to another part of the Commonwealth, contrary to the Declaration of 1926, in a vital aspect of our foreign policy,concludes that

> in the opinion of this House,the Canadian Government should take such steps as may be necessary to make clear to the other members of the Commonwealth and to the world that the right either to declare war or to remain neutral,in any war that may occur, is vested solely in Canada.

Nothing in this wording calls for a policy of neutrality,as did Mr.Woodsworth's resolution of last year; the request is simply that the right to decide whether we enter a war or stay out should be vested exclusively in Canadian officials. All Mr.MacNeil is doing is to ask the Government to make its own policy of "Parliament will decide" mean exactly what it says. At present it means that Parliament will "decide" whether, after Canada has been placed in a state of war by British action, the Dominion will at once take an active part in hostilities, or whether she will remain in the blessed state of so-called "passive belligerency", refusing to send men but instantly cutting off all trade and financial relations with the enemy and generally helping Great Britain until she is hopelessly involved. In other words,the only choice Mr.King will have if war breaks out involving Britain will be the choice between sending men in the first month of the war or in the sixth.

Many people who have not thought through this situation will be inclined to say that the right to neutrality is "academic". Just why this precious word should have been selected by the "ready,aye ready" school as the best way of damning a power they fear is difficult to imagine. For if there ever was a constitutional right that was one hundred per cent practical, for any country that wanted to remain neutral,one would have imagined it was the right to declare its own neutrality. A request for the right only becomes academic if in fact the Canadian and British governments have not the slightest intention of allowing Canada to be neutral. Then indeed, if that decision is already made,preparations for neutrality are a waste of time,and Mr.MacNeil had better withdraw his motion. But if Canada is a self-governing country,and her people intend,like the English people, to enter a war which suits their interests and to stay out of one that doesn't, then the right to neutrality is an essential power for her government to possess,far more useful than guns at Halifax or destroyers on the Pacific.

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February 14, 1938
L. C. C.
C 138162

MR. MACNEIL'S PROPOSED RESOLUTION

("The Right Either to Declare War or to Remain Neutral")

Votes and Proceedings, House of Commons, No.5,
February 2, 1938.

Mr. MacNeil - On Friday next - The following proposed Resolution:- Whereas, under existing constitutional relations, Canada is at war when Great Britain is at war;

And whereas, because of this condition, Canadians are subordinate to an other part of the Commonwealth in a vitally important aspect of their foreign policy, and thus are not in full enjoyment of the equality of status declared at the Imperial Conference of 1926;

And whereas it is in the best interest of the Commonwealth as well as of Canada that this equality should be recognized,

Therefore be it Resolved, - That, in the opinion of this House, the Canadian Government should take such steps as may be necessary to make clear to the other members of the Commonwealth and to the world that the right either to declare war or to remain neutral, in any war that may occur, is vested solely in Canada.

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C 138163

I

1. The wording of the motion perhaps presents some obscurities and inexactitudes; but in essence the question Mr. MacNeil raises is fairly clear. It is an issue that has naturally provoked debate and speculation for many years, especially since the last war. Our constitutional law and conventions give no clear cut answer; so that, as with most of our constitutional problems, we are driven to glance at the salient developments of the past to see whether they mark out any guiding line.

II

2. In August 1914, so far as Canada was concerned, the legal status of war came about by reason of a declaration delivered to the German Government by the Government of Great Britain (a declaration in the form of an ultimatum). It was an executive act of government taken on behalf of the Crown solely on the responsibility of the then British Ministry, and they

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in turn were responsible solely to the Parliament and ultimately to the people of Great Britain. The then Canadian Ministry had no part in it by way of constitutional act or consent or otherwise. They accepted it and its consequences and proceeded to follow them out.

3. The declaration and the consequent legal status of war had, instantaneously, many special legal consequences in Cnada, operating on the citizen and the machinery of state. It had many immediate practical consequences for the financial and commercial processes of the community. All who were conscious of August 4, 1914, will recall also the instant and profound psychological consequences of the transition to the legal status of war. The declaration of this status was the pulling of a lever setting in motion a tremendous engine of mass emotion. The nation and people became a different thing overnight. The mode of operation of the constitution, all political processes, were deeply affected. It was also seen later that the obligation to make war was unlimited. There was no formal scope for stipulating with the Allies and Associates as to the character and extent of the contribution, or as to the

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terms on which peace might be made, or for choice as to whether or not to enter into an agreement with others against making peace separately.

4. Even before the end, as time and the practical consequences went on, the question thrust forward whether such a constitutional position could long endure. The dominant note of Canadian political tradition had been "responsible government" - the conception that acts of government having legal consequence in Canada must be in the hands of ministries responsible to Canadian representative legislatures, that for every such act someone could be found and called to account directly by the operation of Canadian political proceedings. Could you have "responsible government" unless you covered in this sense the field of foreign relations and the issues of peace and war? The questioning resulted in the constitutional resolution of the Imperial War Conference of 1917 and later in the well known proceedings of the post-war conferences.

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III

5. Out of this process, so far as doctrine is concerned, perhaps the main features to be noted for present purposes are -

(a) As to the status of the member communities of the British Commonwealth, there is the declaration formulated by the 1926 Conference:

> "They (i.e., Great Britain and the Dominions) are autonomous Communities within the British Empire, equal in status, in no way subordinate one to another in any aspect of their domestic or external affairs, though united by a common allegiance to the Crown, and freely associated as members of the British Commonwealth of Nations."

(b) As to the individual, the conception of "common citizenship" was left intact.

(c) As to the law of the constitution, the conception of continuity and the extensive adaptation to the inter-commonwealth field of the conception of constitutional "conventions" may be noted.

6. As regards application of the doctrine, specific understandings have been reached concerning such matters as the King's Title, the position of Governors General, the operation of legislation, judicial appeals, channels of communication, the right of legation,

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representation at international conferences, treaty procedure, and so on. It seems fair to say it is everywhere recognised that none of these is necessarily complete, that the whole is susceptible of further development, that development is continuously going on.

7. As regards the questions of war and neutrality and how the legal status, one or the other, is to be declared or determined, there appears to be nothing specific laid down. Can any guidance be found from the general doctrine or from analogy to specific procedure in other fields?

IV

8. (a) On the one hand, in general doctrine, there are the conceptions of Great Britain and the Dominions being -

"autonomous Communities";

"equal in status";

"in no way subordinate one to another in any aspect of their domestic or external affairs";

"freely" associated.

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Responsibility for external affairs would include responsibility for declarations or determinations of the legal status of war or of neutrality. The foregoing elements would seem to contemplate that for acts of Government to have legal effect in any part of the Commonwealth, the responsibility of the Government of that part must be engaged.

(b) On the other hand there are the conceptions that -

these are communitions "within the British Empire";

they are "united by a common allegiance to the Crown";

they are "associated as members of the British Commonwealth of Nations";

the individuals members of the communities have a "common citizenship";

in our constitutional law, no fundamental discontinuity has been contemplated.

The implications of some of these words - "Empire"; "united"; "commonwealth" (the idea of a body politic); "common allegiance" (duty and loyalty), added to the conception of "common citizenship" of the individual persons (with its connotation of unlimited obedience and duty to the same body politic) and the principle

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of legal continuity - all these, in the context of a world structure of separate national states, are inherently and historically linked with the ideas of war and defence and neutrality. These elements seem to involve an assumption that the communities and individuals would act together.

(c) So far as the matter can be penetrated in this way, these two distinctive aspects of the doctrine seem to present a picture of a body politic of several autonomous parts, the government of each responsible for all acts legally affecting it, based on an assumption or expectation that they would be found in practice to be acting together; though no formal state machinery or procedure is specifically predicated by which such a result is to be formally arrived at in the case of an emergency involving the issues of war or neutrality.

9. In the end political practitioners are driven from doctrinal exegesis to objective observation of the actual working of the system at their hands. For the matter now in question can any light be found by looking at various alternatives of actual procedure or by analogy?

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V

10. The process by which the legal status of war came about in Canada in 1914 has been noted above - i.e., as an instantaneous consequence of the declaration delivered solely on the responsibility of the then British Ministry. There being no specific "convention" and no legal discontinuity, does the possibility of a like procedure obtaining in the future have to be envisaged? In a defence debate in the House of Lords less than a year ago Lord Halifax, the Government Leader, spoke as follows (Hansard, House of Lords, March 3, 1937, vol. 104, col. 499):

> "But the real guarantee against war, or against war for any but the clearest and most overwhelming of reasons, is that which the noble Lord, Lord Arnold, referred to in his speech when he said that it was impossible for any democratic Government in these days to make war unless it could count on the overwhelming support of the country behind it in doing so. That is true. And what is not less true, but I do not think the noble Lord mentioned it, is that it would be impossible for any Government in this country to decide on a declaration of war unless they were morally confident that not only this country but also the whole Empire was associated with them, or prepared to associate itself with them, in their decision."

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Does this envisage anything really different from the 1914 position? He sees the whole Empire at war; he sees the decision to declare the war being taken by the British Ministry. He indicates no legal or conventional procedure for associating other Ministries of the Crown with the act. The British Ministers have only to be "morally confident" that the whole Empire will be prepared to associate itself with the decision. Was not this essentially the position of the Asquith Ministry in 1914? The evidence on which the "moral confidence" might be based could take many forms. For example, on August 1, 1914, the Governor General of Canada sent two telegrams to the Colonial Secretary as follows (see Hansard, House of Commons, Canada, Special Session, 1914, pages 17, 16):

(1)

"My advisers, while expressing their most earnest hope that peaceful solution of existing international difficulties may be achieved and their strong desire to co-operate in every possible way for that purpose, wish me to convey to His Majesty's Government the firm assurance that, if unhappily war should ensue, the Canadian people will be united in a common resolve to put forth every effort and to make every sacrifice necessary to ensure the integrity and maintain the honour of our Empire."

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(2)

"Secret. In view of the impending danger of war involving the empire my advisers are anxiously considering the most effective means of rendering every possible aid and they will welcome any suggestions and advice which Imperial naval and military authorities may deem it expedient to offer. They are confident that a considerable force would be available for service abroad. A question has been mooted respecting the status of any Canadian force serving abroad, as under section sixty-nine of Canadian Militia Act the active militia can only be placed on active service beyond Canada for the defence thereof. It has been suggested that regiments might enlist as Imperial troops for stated period, Canadian Government undertaking to make all necessary financial provision for their equipment, pay and maintenance. This proposal has not yet been maturely considered here and my advisers would be glad to have views of Imperial Government thereon."

One school of opinion appears to regard the 1914 procedure as both subsisting and appropriate today. Perhaps they would refer to the reservation in the 1926 Declaration which said: "But the principles of equality and similarity, appropriate to status, do not universally extend to function", and which expressly linked with this reservation "questions of diplomacy and questions of defence". Other elements and sections of the country would feel it to be a strange result if they found that the 1914 procedure still holds. But can it be said with certainty that it does not hold?

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11. As the next alternative, we come to the question whether the solution lies along the line that a declaration bringing about the legal status of war in each part of the Commonwealth could only be delivered upon the united responsibility and with the formal consent of all the Governments. There is no evidence of the existence of such a convention. Would such a convention be workable? If it meant that each Government had a veto, it would be clearly impracticable. A situation might arise, for example, where the British Ministry were convinced that the national safety demanded that Great Britain should deliver a war declaration or ultimatum. In such a case no convention would stand up. Theoretically such a convention might be regarded as workable if you could postulate that common advice and consent would in fact be reached. That would mean that the convention was accompanied by a further conception or convention of "agreement to agree" in the last resort. Essentially that was the conception which, during the war years after 1917 and up to 1923, some theorists conceived as the way to solve the problem of the Empire. There would be consultation on "foreign policy", coupled with an

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"agreement to agree" so far as high, fundamental issues were concerned. Thus there would always be produced a "common policy" - i.e., a single "policy". This notion had perhaps some effect for a while upon procedure and forms; but, so far as it can be said that it was ever formulated and tried in practice, it broke down. It was seen that, while nominally it might be argued as something new, yet in actual political dynamics it would be practically indistinguishable from the 1914 situation. If such a device has been regarded as unworkable and unacceptable regarding the shaping of policies leading up to the moment of war, it would be a strange result to suggest that a convention of this sort should come into operation at the moment when war is the issue to be decided.

12. Another alternative suggests itself for consideration when you look at the actual everyday, post-war practice of the members of the Commonwealth in "questions of diplomacy and questions of defence".

(a) In 1936 the Foreign Office gave the list of British military commitments shown in the following Question and Answer (U.K. Hansard, House of Commons, March 16, 1936, vol. 310, col. 12):

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"Mr. Markham asked the Secretary of State for Foreign Affairs whether he will give a list of all treaties and undertakings with foreign Powers under which Great Britain is bound to supply armed assistance in certain eventualities?

Viscount Cranborne: The list of international agreements which might in certain circumstances, and subject to certain conditions being fulfilled, involve the use by this country of its armed forces, is as follows:

1. The Covenant of the League of Nations.

2. The Treaty of Locarno, 1925.

3. The Straits Convention of Lausanne, 1923.

4. The Treaties of Alliance with Portugal dating back to 1373.

5. The Treaty of the 20th October, 1921, respecting the non-fortification and neutralisation of the Aland Islands.

6. The Anglo-Iraqi Treaty of Alliance of 1930, which entered into force on 3rd October, 1932.

There are also various treaty engagements with the Arab rulers of the Persian Gulf under which His Majesty's Government in the United Kingdom have undertaken liabilities of varying extent for the protection of the territories concerned."

All of these special military commitments (leaving aside the question as to the Covenant) were made solely by British Ministers and solely in respect of the United Kingdom. To this list there have now to be added the military guarantees given (since the date of the Answer) to Egypt, France and Belgium.

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(b) It is indeed now customary for each part of the Commonwealth to make agreements with and declarations to foreign countries in the name of that part alone. The formula may be -

"The Government of the United Kingdom" with or to "The Government of X".

"The Government of Canada" with or to "The Government of X";

or it may be -

"His Majesty in respect of the United Kingdom".

"His Majesty in respect of Canada", or "for Canada", and so on.

(c) In actual practice, therefore, each part seems to be going its own way.

VI

13. Could this kind of practice be expected to apply as regards declarations of war or neutrality, producing situations like the following?

(a) If in some emergency the British Ministry were convinced that the interests for which they were responsible required a declaration of war against State X, and one or more of the Dominion Ministries

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were not convinced that the interests for which they were responsible demanded such a declaration on their part, would the British Ministers, measuring the realities of their position as human beings at such an hour, proceed to deliver to State X a declaration only "in respect of the United Kingdom", leaving it entirely to any Dominion Ministry in question to handle its own position? Suppose further that State X, not wishing to add to the list of its enemies, tried to treat the position on the limited basis of such a declaration.

(b) Or, suppose State X to initiate the declaration and suppose that, as before, wishing to limit the list of its enemies, it should deliver a declaration of war only against "His Majesty in respect of the United Kingdom".

(c) Or, suppose there were no declaration but that British forces and State X forces simply got into serious conflict and that later, for legal or diplomatic reasons, Great Britain or State X, or both, wished to declare the existence of the legal status of war and did so only in the name of or as against "His Majesty in respect of the United Kingdom".

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14. Have such speculations any real point? Do they, practically, offer a real choice between war and neutrality in the events postulated? If it were thought to choose neutrality, would it be necessary, in order to make it good, to take immediately various fundamental legal steps - steps affecting the status of the Canadian community and constitution, altering the "citizenship" of Canadians, and involving at a stroke a breach of legal continuity so far as the British "commonwealth" or body politic was concerned? The moral difficulty appears to be that such a stroke might in effect be desertion at the hour of danger. Nevertheless, is it not conceivable that the necessity for a formal choice might arise in some such manner as indicated above?

VII

15. In 1934 the South African Parliament passed the Status of the Union Act, 1934 and the Royal Executive Functions and Seals Act, 1934. The effect appears to be that no executive act in the name of the King can have legal consequences in South Africa except on the advice or with the formal consent of the South African

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Ministry. According to respectable constitutional commentators, the effectiveness of this legislation to carry out its purpose has in effect been recognised by the Judicial Committee of the Privy Council. It would thus seem that a declaration of war by the British Ministry alone would not have the effect of instituting the legal status of war in South Africa. The Union Ministry would have to act formally. The Union Parliament appears also to have acquired the sovereign legislative power in and over the Union. It may be that South Africa is thus in a position to exercise the choice between the legal status of war and that of neutrality, and in the event of the latter choice, to proceed smoothly with the drastic consequential steps necessary to make it good. If/all this is so, that it seems to come to is that South Africa has established "the right to secede" and has provided specific legal means to exercise the "right" if and when the choice to exercise it is made. The moral or political difficulty noted above remains.

16. The Irish have followed a different method, and it may be that legal authorities would regard the new Irish Constitution as having gone further in this

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matter than the South African legislation.

VIII

17. To come more directly to Mr. MacNeil's resolution, his first proposition is that "Canada is at war when Great Britain is at war". If this means that a declaration by the British Ministry will have the consequence of bringing about the legal status of war in Canada, it seems impossible to assert confidently either that it is not true or that it will necessarily be true in all circumstances. The law and conventions of the constitution of the British Commonwealth make up a system upon which we get along in peace time, but appear to offer no clear cut, satisfactory procedure for dealing with the issue of war and neutrality. Perhaps it may be said that in this respect the existence of the Commonwealth depends, not upon "agreement to agree", but upon an "expectation of agreement" or "hope of agreement".

18. Mr. MacNeil's next propositions are that, in consequence of the first, Canadians are subordinate to another part of the Commonwealth, and thus do not fully

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enjoy the equality of status that has been declared, and that it is in the best interest of the Commonwealth as well as of Canada that this equality should be recognised. If the first is absolutely or qualifiedly true, there seems no point in arguing about these secondary general propositions of doctrine.

19. But what is his practical solution? He only demands that -

> "The Canadian Government should take such steps as may be necessary to make clear to the other members of the Commonwealth and to the world that the right either to declare war or to remain neutral, in any war that may occur, is vested solely in Canada."(1)

What kind of steps does he envisage? If he is thinking of steps like South Africa took, it would need more than action by the Canadian Government. Parliament would have to act and probably others, such as the King

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(1) Literally these words might be taken to demand a "right" to remain neutral in a war declared against Canada by State X. More fantastically, since they speak of "any war that may occur", the words might be taken to demand that Canada should have the right to declare war as between State X and State Y.

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and the U.K. Parliament. And if such steps were taken, they would amount to no more than establishing "the right to secede" and then notifying all other States of what had been done. (The only way "to make clear.... to the world" some action or other is to give some formal, descriptive notification to each foreign State.)

20. Simply to tell the world that you have the "right" to declare war or neutrality - that you have the "right" to secede from your existing body politic - would seem a curious thing to do. If your Minister handed such a notification to the Foreign Minister of State X, he would want to know a great deal more. He might be too preoccupied to go very deeply, but he would seem entitled to ask and it would eventually be asked: "Does this make any difference between X and Canada? Have you made any legal change in your state structure that affects me? Have you changed your "citizenship" in some way that I should take account of? What does it mean so far as my attitude to Imperial preference is concerned? If you are making no real changes now, but are merely telling me that you might do so some day and are in a position to do it, I am

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bound to say it strikes me as a queer communication. I have enough trouble today puzzling about you and your Commonwealth. You are now complicating the puzzle still more, and besides that you are pitching a new note of uncertainty into the international chaos. On the face of it, it sounds as though, while playing along with your friends in good times, you were getting ready to walk out but were contemplating this step to be taken only at the moment when actual danger has arrived, and I do not quite know what to think of you."

21. If, on the other hand, Mr. MacNeil thinks it essential to have some real change in our international status, in the "citizenship" of Canadians, some breach in the continuity that has marked the development of our constitutional law, he must realise that this would be a very serious and complicated business. Why then does he not propose getting at it coolly now, instead of merely suggesting a repertoire of plays and proposing to set the stage for a play that, if chosen, would have to be opened at a time of chaos and confusion and, further, at the precise moment when it would apparently be widely regarded as in the worst of bad taste?

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External Affairs

C 138184

Neutrality

Extract from "Legislating Peace" - by
Allen W. Dulles

&

Hamilton Fish Armstrong

(Foreign Affairs, Oct. 1938)

"The Neutrality Legislation of 1937 was framed to eliminate in a future war between foreign states some of the various provocative incidents which we encountered during the period 1914 to 1917. It also aimed to prevent the creation of an American economic and financial stake in the victory of one side or the other. In certain instances it may be useful to these ends. For example, Americans are forbidden to travel on belligerent vessels. (An absolute prohibition, with penalties for infringement, is probably unwise; a warning against such travel, and notice that those who neglect it are not to expect governmental help or redress, would seem sufficient.) Further, if the conditions of 1914-1917 were repeated, loans to belligerents would be banned and the government would be able to invoke, and it might be wise to invoke, the "cash and carry" provisions of the Act. This would help to prevent issues arising over trade interference and also reduce somewhat the danger of loss of American lives through belligerent action. If we can keep a reasonable composure, at least until a situation arises where a vital interest of the United States is at stake, we may have cut down some of the potential causes of war.

There is a great deal of homely truth in Miss Dorothy Thompson's humorous remark that "you keep out of war by being sound in the head and light on the feet." The provisions of the Neutrality Law just mentioned may help to keep us "sound in the head." The real difficulty with the law as it stands at present is that it also makes us "heavy footed." In its present form the law shackles in advance those who make our policy. It may force the Executive to take actions which have little or no relation to the preservation of peace. In certain

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situations, due to the so-called mandatory provisions of the Act, it may even operate in quite the opposite direction.

Our ability to keep out of war depends upon more than our ability to control our passions. It may depend upon our ability to help prevent the spread of war to a point where the maintenance of neutrality becomes impossible. Again, we may find war forced upon us by an attack upon what may in all truth be vital interests of the United States. Neutrality legislation which does not permit the Executive to direct policy along lines calculated to protect these vital interests in advance, and help to prevent a war from spreading to the point where we may become involved, is worse than useless— it contains definite dangers. Here is where the Neutrality Law as at present written is open to criticism. Yet it could easily be amended to reduce those dangers and remove that criticism, preserving all its good features and at the same time giving back to the Administration the liberty of action essential to the conduct of foreign policy.

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September 2, 1939.

For immediate release from the Prime Minister's Office

Mr. Mackenzie King sent the following telegram to Mr. Chamberlain yesterday:

Following a meeting of the Cabinet this morning a proclamation was issued summoning Parliament to meet on the earliest possible date September 7th. The following statement of government policy was issued to the press at one o'clock today: Begins.

In the event of the United Kingdom becoming engaged in war in the effort to resist aggression, the Government of Canada have unanimously decided, as soon as Parliament meets, to seek its authority for effective co-operation by Canada at the side of Britain. Meanwhile necessary measures will continue to be taken for the defence of Canada. Consultations with the United Kingdom will be continued. In the light of all the information at its disposal, the Government will recommend to Parliament the measures which it believes to be the most effective for co-operation and defence.

The Government has provided for the immediate issue of a proclamation under the War Measures Act in view of the existence of a state of apprehended war. The Militia of Canada which a few days ago was called for voluntary service under Section 63 of the Militia Act has, under Section 64 of the same Act been placed on active service. The Naval services and the Air Force have also been placed on active service. Ends.

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C138187

OFFICE OF THE PRIME

MEMORANDUM

For the Prime Minister:

Re New Brunswick Politics

Attached is a series of clippings which include both the principal news items and the published exchange of correspondence between the former Speaker and Mr. Dysart. It is particularly interesting that one of the charges of the Speaker in his indictment of the government, reads: "Your 'anti-Confederation' policy which is disrupting Dominion-provincial relations."

J.W.P.

August 9, 1938.

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C138183

New Brunswick Political Shuffle

Chronological Summary

July 17 - Dr. Laporte and Mr. E. J. Henneberry taken into cabinet.

July 25 - Resignation of Speaker of Legislature, Hon. H. F. G. Bridges.
(Text of letter appeared July 27th)

July 27 - Dr. A. D. Dyas, M.L.A. repudiated Mr. Dysart's leadership.

July 27 - Mr. Dysart's rejoinder.
(Text appeared July 28th)

July 28 - Mr. Bridges replied to Mr. Dysart.
(Text appeared July 29th)

July 28 - Statement by Mr. F. C. Squires, Leader of the Opposition.
(Appeared July 29th)

July 29 and 30 Editorials in St. John Telegraph Journal.

Aug. 3 Dr. Dyas issued further statement of grievances.

Aug. 4 Protest by Young Liberals.

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PRESS CLIPPINGS

C138189

Name of Publication St. John Telegraph-Journal

Date July 18/38.

Subject

Hon. W. S. Anderson Takes Public Works, Gives Up Hydro Post To Premier

Dr. P. H. Laporte, E. J. Henneberry Enter Cabinet

9 MEMBERS NOW

Dr. Laporte Minister of Health, Labor; Mr. Henneberry President of Executive Council

FREDERICTON, N. B., July 17—(Staff Special)—Two new members were added to New Brunswick's cabinet Saturday—Dr. P. H. Laporte of Edmundston, member of the Legislature for Madawaska, and E. J. Henneberry, Saint John City member. At the same time three shifts in the administration headed by Premier Dysart were announced.

Dr. Laporte becomes minister of health and labor, filling the post vacated by the death of Hon. Dr. W. F. Roberts. Mr. Henneberry becomes president of the Executive Council. This latter post has been occupied by Hon. Dr. A. P. Paterson—Mr. Henneberry's colleague in the Legislature—who is also minister of education, federal and municipal relations, until the appointment of Mr. Henneberry Saturday.

The other two cabinet shifts involve the department of public works and the chairmanship of the New Brunswick Electric Power Commission. Premier Dysart, who has headed the public works department since his cabinet was formed in 1935, has given up this important portfolio to take over the chairmanship of the hydro commission. Hon. W. S. Anderson, chairman of the hydro commission, vacates that post to assume the portfolio of public works.

First Shuffle

These changes constitute the first shuffle in Premier Dysart's cabinet since assuming office. They were announced on the third anniversary of the swearing-in of his administration, which took place July 16, 1935. The new ministers were sworn in Saturday. As originally formed the cabinet included Hon. Dr. Paterson as president of the executive council. Since that time he has assumed the additional posts as minister of federal and municipal relations and minister of education, which were created by Mr. Dysart's government.

The death of Hon. Dr. Roberts in February last created the first vacancy in the cabinet. Since then Hon. J. B. McNair, attorney-general, has carried on as acting minister of health and labor, having also performed these duties for some time prior to Dr. Roberts' death.

Brief Warning

The changes came almost without warning. Newspapermen were notified of the shuffle only 10 minutes before the oaths of office were administered to the new ministers by Lieutenant-Governor Murray MacLaren a few minutes after 3 o'clock.

The old cabinet met for the last time shortly after noon Saturday unchanged in personnel since it was formed following the general election of 1935, save for the vacancy caused by the death of Dr. Roberts.

Reason for the unexpected exchange of posts by Premier Dysart and Mr. Anderson, according to official sources, is the pressure of work in the public works department and the fact that the premier's health during the last year has not been as good as formerly.

Members of the government, it was said here, for many months have urged the premier to give up the public works department and take a less arduous position. At first their main arguments in favor of the change were the weight of the burden added to the premiership and the comparatively poor health enjoyed by the premier.

When, however the additional argument was put forward that he would have more time to devote to general problems of administration and the co-ordination of the work of the various branches of the government, the premier finally acquisced to the wishes of his colleagues.

The Ceremony

After adjourning for luncheon, the Cabinet reassembled in the Executive Council chamber. Also present were Dr. Laporte and Mr. Henneberry, and a score of friends and newspapermen to witness the ceremony.

At 3 o'clock Premier Dysart escorted the Lieutenant-Governor to the chamber. After offering his personal congratulations to the two new ministers-to-be, the lieutenant-governor shook hands with all witnesses before proceeding again to the head of the long table to administer the oaths of office.

Slowly, with their hands on the open Bible extended to them by J. Bacon Dickson, deputy attorney-general and clerk of the Executive Council, Dr. Laporte and Mr. Henneberry repeated the words spoken by His Majesty's representative. At the conclusion of the two lengthy and solemn oaths, by which the new ministers pledged anew their fealty to the King and promised to counsel honestly his representative in the affairs of the province, they kissed the Bible, and as ministers turned to receive the congratulations of their colleagues and other witnesses.

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication.....

Date.....

C138190

Subject .....

Premier Dysart and Mr. Anderson were not sworn, since they had taken the oaths when they assumed office in 1935, and also on the ascension of King Edward VIII and King George VI.

Both the premier and the new minister of public works will take over their new duties immediately, as will also Dr. Laporte and Mr. Henneberry, Premier Dysart announced last night.

Besides all of the living members of the original Dysart cabinet, witnesses of the ceremony included Hon. J. E. Michaud, federal minister of fisheries; Dr. P. C. Laporte, Edmundston, brother of the new minister of health and labor; Mrs. Jeanne Landry, Edmundston, daughter of Hon. Dr. Laporte; Miss B. Emard, Ottawa, a friend of the Laporte family; R. A. Cyr, St. Basile; Pius Michaud, K. C. and J. G. Boucher, M. L. A., both of Edmundston; J. A. Doucet, M. L. A. for Gloucester; A. Neill McLean, Saint John; R. A. Tweedie, secretary to the premier; J. H. Conlon, director of federal and municipal relations, newspapermen and others.

Announcement of the cabinet changes came Saturday afternoon after the second consecutive Saturday gathering of provincial government members in the capital. It is unusual for members of the government to meet on a Saturday except in continuation of a meeting begun earlier in the week. Following last Saturday's meeting came word of the province's newest bond issue, a $4,000,000 flotation in two maturities of three-year three percents and eight-year three and one-half percents.

While not announced following that week's government meeting a report that the province was entering the market with these maturities was confirmed Tuesday afternoon by Premier Dysart. Wednesday Hon. C. T. Richard, provincial secretary-treasurer, announced that the new bonds had been fully subscribed within a few hours after the books had been opened that day. The issue was disclosed as another step toward the completion of New Brunswick's program of highway hard-surfacing.

Nearing Completion

Premier Dysart Saturday surrendered the important portfolio of public works, under which the hard-surfacing program has been carried on, with the end of that program in sight. Completion of contracts which have been awarded are looked for this year. Last November Premier Dysart announced that no further programs involving capital expenditures were under contemplation or in anticipation.

At that time he pointed out that the total cost of the hard-surfacing program, covering the years 1934 to 1938, was approximately $18,300,000 as follows: 1934—$285,000; 1935—$2,568,000; 1936—$2,841,000; 1937—$8,000,000; 1938—$4,600,000. The Dysart government was elected in the summer of 1935 and assumed office about three and one-half months before the end of the fiscal year.

Provincial bond issues during the current fiscal year include one of $6,500,000 in November last of which roughly $5,000,000 was earmarked for hard-surfacing already done, and a $4,000,000 issue in April together with the $4,000,000 issue of last week. These were authorized by legislation passed at the last session of the Legislature and were largely for highway work.

Hydro Commission

Hon. W. S. Anderson, who turns over the chairmanship of the Electric Power Commission to Premier Dysart, was able to report at the end of the last fiscal year that the revenues of the commission had exceeded the $1,000,000 mark for the first time in its history.

In a recent broadcast address he said: "I believe that few people realize the extent of this wonderful co-operative institution which has grown up quietly in our midst." During 15 years of operation, he said, the Musquash water power and the Minto steam plants had been constructed, together with 308 miles of high voltage transmission lines and 1,300 miles of primary distribution lines with a capital outlay of $8,000,000. Power sold wholesale to Saint John, Sussex, Moncton, Fredericton and Marysville served 18,000 customers, while power was distributed directly in smaller communities and intervening areas to over 12,000 customers.

Last year power generated by the commission increased 30.5 percent with an increase in deliveries of 32.7 percent. There were 25 percent more direct customers and two percent more indirect customers. The deficit account was also reduced to $558,839 by the application of a small surplus. The commission now has a maintenance and renewal fund of $536,000 and also a sinking fund of $1,462,000.

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PRESS CLIPPINGS

Office of
The Prime Minister

Name of Publication St. John Telegraph Journal

C138191

Date July 27/38

Subject

SAID CULMINATION OF SERIES OF EVENTS; LISTS SOME IN LETTER

Says Anti-Confederation Policy Disrupting Dominion-Provincial Relations; Failure to Make Public Liquor Board Accounts Included

WILL SIT AS INDEPENDENT MEMBER

Approves Old Age Pensions, Free School Books, Labor Legislation But Protests Lack of Cabinet Representation For Charlotte, Restigouche and Other Constituencies

CAMPBELLTON, N. B., July 26—(Special)—Hon. H. F. G. Bridges, Speaker of the New Brunswick Legislature, in a letter addressed to Premier A. A. Dysart, today announced his retirement as Speaker and his decision to sit and act as an independent member of the Legislature until the dissolution of the present House.

The reason for Mr. Bridges' action is given as the selection of another cabinet minister from Saint John culminating a long series of events cited in his letter to the premier.

Interviewed here today by a Telegraph-Journal representative, Mr. Bridges said that he had nothing to add to his letter to the premier, believing that the reasons for his action were fully set out therein.

The text of the letter follows:

Campbellton, July 25,, 1938.

Hon. A. A. Dysart, K.C., M.L.A.,
Premier of New Brunswick,
Fredericton, N. B..

Dear Mr. Premier:

Since reading in the press of your recent cabinet changes and additions, I have deliberated over a week as to the course I should follow and finally, after careful thought and due consideration, have decided to address this letter to you.

The appointment of Hon. Dr. P. H. Laporte, M.L.A., as minister of health and labor is a well-merited one. I have no objection whatever to his selection as a cabinet minister and I know this courteous gentleman, with his admirable qualifications, will fill the position in a most satisfactory manner.

Your selection of Hon. E. J. Henneberry, M.L.A., as president of the Executive Council came as a distinct shock, not only to me but also the great majority of members elected as supporters of your administration. It is an appointment which is unfair to the Counties of Charlotte, Restigouche and other constituencies in the province supporting your administration as it continues the practice of giving two seats in the government to the City of Saint John. This, as you know, was severely criticized and condemned by many of your followers when you selected your cabinet in 1935.

If you had chosen your additional cabinet minister from any constituency which had no representation in your government I would have readily acquiesced, but under the circumstances I am compelled on behalf of over thirty thousand people of Restigouche County to condemn your action in this matter. I trust that the Hon. Mr. Henneberry will not take this protest as a reflection against himself personally, because I have every respect for him and his ability.

The selection of another cabinet member from Saint John City comes to me as the culmination of a long series of events, some of which are as follows:—Your "anti-Confederation" policy which is disrupting Dominion-provincial relations, your failure to make public the accounts of the New Brunswick Liquor Control Board as promised, your indulgence to those who were not our friends in the last election and failure to appreciate loyal party supporters, your reluctance to consult members outside your government as to matters of policy, your lack of attention to the secondary roads of this province, your increase of licenses on automobile trucks to an exorbitant and prohibitive rate, your discrimination against Restigouche

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(M.G. 26, J 4, volume 198, pages C138036-C138367)

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CANADA

PRESS CLIPPINGS

Office of
The Prime Minister

C138192

Name of Publication.....

Date.....

Subject .....

County in the distribution of relief funds in the winter of 1937-38, the autocratic action of your government in passing an order-in-council in March 1938 deducting from jury fees due the County of Restigouche certain expenditures made by the Royal Canadian Mounted Police for the aid of a family in Val Melanson colony in this county, which deduction was unanimously condemned by the Restigouche County Council at its last session, and your indifference to reasonable requests of the members of this constituency.

This series of events compels me to take an independent stand and as a protest I am writing this letter to advise you that I shall no longer preside as Speaker of the Legislature but shall in future act and sit as an independent member until the present House is dissolved. In this way I shall at least be able to speak my mind openly and frankly.

There have, however, been many matters of policy of your government which have met with my approval, such as old age pensions, free school books, your establishment of a Fair Wage Board and suitable labor legislation, etc. And you may rest assured that I shall give my hearty support to any progressive legislation which may be introduced by your administration.

I am fully aware of the effect this action may have upon my future and I have taken over a week to decide upon my course, hence it cannot be said that I have acted upon a hasty impulse of chagrin. I do trust, however, that the electors of my constituency and the people of this province will at least give me credit for sincerity, independence of thought and frankness of expression.

It is unfortunate that I should not see eye to eye with you on matters of policy and I regret to find it necessary to take this action, but in fairness to myself I must maintain my own political self-respect.

In closing I wish to express to you my genuine and sincere appreciation of the services rendered by my colleague, Mr. Philibert LeBlanc, M.L.A., as a member for this county. No member in the Legislature has worked more diligently in the interests of his constituency as he has spared neither his time, his energy nor his health.

I am, of course, giving a copy of this letter to the press.

With all good wishes for your own good health and personal happiness, I am,

Yours sincerely,
H. FRANCIS G. BRIDGES.

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CANADA

PRESS CLIPPINGS

Office of

C138193

Name of Publication St. John Telegraph Journal

Date July 28/38

Subject

MEMBER REPUDIATES DYSART LEADERSHIP

Dr. A. D. Dyas, M.L.A., Says Two Business Groups, One in Saint John and One in Sackville, Running Government

ST. STEPHEN, July 27—(Special)—There is open revolt in more than one section of the provincial government party ranks.

On the heels of the resignation yesterday of Hon. H. F. G. Bridges from the Dysart party and from his post as Speaker of the Legislature, Dr. A. D. Dyas, St. Stephen, (Liberal Charlotte) today issued a statement repudiating the leadership of Premier Dysart.

"Charlotte County is seething with indignation against the government both because of the recent cabinet changes and because nothing has been done for this constituency," Dr. Dyas said.

"The Liberals will get no support here in the next election at all unless Dysart is put out of the leadership. I myself wouldn't think of running again with him as leader and I am leaving the party if he remains as head of the government.

"There are, I know, several other members who feel the same way as I do about it, but don't want to come out into the open at this time.

Two Firms Control Things

"Premier Dysart hasn't played fair with Charlotte in many ways. I've been after him a dozen times, but he won't do a thing. All we've had is promises. It looks to me as if no one has anything to say about the government of the country but two business organizations—one in Saint John and the other in Sackville." The public, he added, would know to whom he was referring.

"The way Charlotte County has been neglected is disgraceful," Dr. Dyas went on. "It has held the members up to ridicule. Tourists, coming in, have struck the bad road and turned back. In the whole time the government has been in it has not surfaced the highway from St. Andrews to St. George and this won't be completed this year. It is a terrible piece of road."

Dr. Dyas intimated that several private members have discussed among themselves what position they should take in regard to the government, and that further developments may follow.

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PRESS CLIPPINGS

Office of The Prime Minister

C138194

Name of Publication St. John Telegraph Journal

Date July 28/38

Subject

SAYS BOTH HAD OPPORTUNITY TO AIR GRIEVANCES IN THE LEGISLATURE; "I'M STILL ON THE JOB" HE DECLARES

Speaker's Action Comes as "No Great Surprise"

TO BE ACCEPTED

"Ghost of Unrealized Ambition Has Played Havoc With Their Better Judgment"

By GERALD H. WARING

FREDERICTON, N. B., July 27—(Staff Special)—Premier Dysart tonight branded the revolt of Hon. H. F. G. Bridges, (Restigouche), and Dr. A. D. Dyas, (Charlotte), against his administration as arising from unrealized personal ambitions.

After pointing out that Mr. Bridges' action comes as no surprise, the premier announced that his resignation as Speaker of the Legislature will be accepted.

The premier refused to comment on the criticism of his administration expressed by both Mr. Bridges and Dr. Dyas. Each had and still has the right and opportunity to air his views on the floors of the House, he emphasized.

The full text of the premier's statement follows:

"I received the letter from Honorable H. F. G. Bridges which was published in the morning paper, tendering his resignation as Speaker of the Legislature and severing his connection with the party.

"This action on the part of Honorable Mr. Bridges, following closely upon recent cabinet reconstruction, comes as no great surprise. As a matter of fact Honorable Mr. Bridges threatened to tender his resignation following the appointment of the first cabinet after the election of 1935.

"It may be unfortunate that opportunity is not provided to satisfy the ambitions and aspirations of all those who enter public life.

"As to other issues which Honorable Mr. Bridges introduces in his letter they need not be discussed at the moment. The rules of the Legislature provide that the Speaker may at any time vacate the chair to participate in debate on the floor of the House. It is astounding that he has allowed months and years to slip by without raising his voice on issues which he seems to think so important today.

"As to the statement of Dr. Dyas, I can only say, as in the case of Honorable Mr. Bridges, that he had the privilege, and in fact was bound by his oath, if he had any foundation for his statements, to present the facts on the floor of the Legislature.

"Following so quickly after cabinet reorganization, it strokes me as I think it will so impress the public, that the ghost of unrealized ambition has played havoc with their better judgment.

"The resignation of Honorable Mr. Bridges as Speaker will be accepted. The retirement of both from the councils of the party will leave no shortage of talent, nor will it disturb in any way the pursuit of the government's policies or program. Their decisions are personal and have no general significance."

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PRESS CLIPPINGS

C138195

Name of Publication St. John Telegraph Journal

Date July 29/38

Subject

Former Speaker Declares Administration On Trial

Quotes Legislature Rule Forbidding Speaker From Participating in Any Debate Before House

CAMPBELLTON, N. B., July 28—(Special)—Declaring that Premier Dysart in his published reply to his own letter of resignation as Speaker of the New Brunswick Legislature had avoided the issues raised, Hon. H. F. G. Bridges tonight declared: "The public know that I am not on trial. It is Premier Dysart and his government that are."

Replying to the premier's assertion that he could have left the Speaker's chair in the Legislature to discuss in the House matters raised in his letter of resignation, Mr. Bridges quoted a rule of the House: "The Speaker shall not take part in any debate before the House."

Mr. Bridges' reply to Premier Dysart follows:

"I have just read in the press Premier Dysart's reply to my letter and, as I expected, he has avoided the issues I have raised and endeavored to attribute a selfish motive to my actions. The public know that I am not on trial. It is Premier Dysart and his government that are.

"Judging from the numerous telegrams and letters of commendation that I have received, including one from the president of the Saint John 20th Century Liberal Club, a chairman and ex-chairman of one of the Liberal ward committees of the City of Saint John and from Liberals all over the province, it is apparent that the public is more generous in its attitude towards me than the premier. The people of New Brunswick are not interested in any of my ambitions but they are interested in the matters I mentioned in my letter which the Hon. Mr. Dysart has avoided. If I ever did threaten to resign no doubt the premier could name several others who threatened likewise.

"Regarding his suggestion that it was open to me to leave the speaker's chair and take part in the debates of the House, I would direct the public's attention to Rule 11 of the rules of our Legislative Assembly, the important part of which reads as follows: 'The Speaker shall not take part in any debate before the House.'

"Premier Dysart cannot point to any precedent that I know of where the Speaker either at Ottawa or Fredericton did take part in any debate. I endeavored to maintain both the tradition and the dignity of that office which he now holds up to ridicule by referring to it as 'ornamentation.' It ill behooves the premier of any province to belittle one of the important offices which help make up the traditions of democracy.

"His statement that my present course is due to personal ambition is most uncalled for and hardly in keeping with the dignity of the high office he occupies. It is to me most gratifying to read the editorial in New Brunswick's leading Liberal newspaper which appeared in tonight's issue and which, while questioning the wisdom of the present action of Dr. Dyas and myself, states: 'So long as such honest differences of opinion are permitted expression, so long will the Liberal party continue to flourish and so long will it maintain its position as the party of the people, the exponents of democracy as opposed to autocracy.'

"That was, I believe, Sir Wilfrid Laurier's ideal of Liberalism but it is apparently not that of Premier Dysart."

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PRESS CLIPPINGS

Name of Publication St. John Telegraph Journal

Date July 29/38

Subject

COMMENT FROM HON. F. C. SQUIRES

Governmental Situation Subject of Opposition Leader's Statement

WOODSTOCK, N. B., July 28—(Special)—Commenting upon the present governmental situation in New Brunswick following the resignation of Hon. H F. G. Bridges from his post to sit as an independent member of the Legislature, and the repudiation of Premier Dysart's leadership by Dr. A. D. Dyas, Charlotte County member of the Legislature, the following statement was issued tonight by Hon. F. C. Squires, leader of the opposition:

"The resignation of the Speaker of the House, followed closely by the other repudiation of the leadership of the present administration by another member of the Legislature, came with appalling effect on the people of this province. There has never been precedent for the like in the history of any provincial government, let alone ours.

"The political effect is far-reaching and deadly and shows too plainly the disintegration and breaking-up of the present governmental machine.

"Both attacked directly and fatally, and the premier's weak effort to show a mere personal situation was too futile for comment.

"In fact, the people breathlessly awaited his comments and were treated to a ridiculous statement that the Speaker should have come down and attacked the government at each breach of conduct or promise and that the member for Charlotte should, as an adherent of the administration, come fresh from innumerable caucuses and launch a series of attacks. That must be his idea of a Parliament but to every one else it would be a bear garden.

"This statement was of exactly no value, except perchance to intimidate others contemplating a like revolt, insinuating that they had not taken the necessary steps in Parliament. You would have thought that the devastating attacks launched in detail and covering such important matters, and attacks made by former friends and supporters were worthy of mention, but they were passed without comment.

"Surely those surprises accorded to the people by the whole situation exceeded this.

"The parliamentarians who exhibited such a fine spirit of independence and courage deserve great credit for making this break with weakness, incompetence and waste, that manifesting the seething disunion permeating the whole structure."

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The Prime Minister

PRESS CLIPPINGS

Name of Publication St. John Telegraph Journal

Date July 29/38

Subject

Dr. A. D. Dyas' Charge Cannot Be Ignored

AN EDITORIAL

Premier A. A. Dysart, as head of the New Brunswick government, has replied to charges made against him and his colleagues by the former speaker of the Legislature, Hon. H. F. G. Bridges, M.L.A. for Restigouche, who resigned that high position, and Dr. A. D. Dyas, M.L.A. for Charlotte, by suggesting that the attacks on the premier and the government were inspired by defeated "personal ambitions." He further intimates that if any criticism of the government's course was contemplated by either Mr. Bridges or Dr. Dyas, the floor of the Legislature was the place to have disclosed objections which they had to offer.

All of this may be true, but the reply is a criticism of procedure rather than a definite repudiation of at least one charge made by Dr. Dyas. In the course of a statement issued to the press, that member used these words: "It looks to me as if no one has anything to say about the country but two business organizations—one in Saint John and the other in Sackville." The public would know, he said, "to whom he was referring."

We suppose that Dr. Dyas has made that charge with the full knowledge of its gravity and with full appreciation of his place in connection with the provincial government. That is one phase of Dr. Dyas' statement which must be met squarely and concerning which a full explanation is due to the people of New Brunswick.

For a long time some very disquieting rumors have been circulated in the province concerning the complaint which Dr. Dyas has made, but he has changed rumor into a definite and positive charge which cannot be ignored. Dr. Dyas has issued the challenge and it should not be disregarded.

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Office of The Prime Minister

C138198

Name of Publication St. John Telegraph Journal

Date July 30/38

Subject

More Definite Statement By Hon. F. C. Squires Is Expected By Public

AN EDITORIAL

Hon. F. C. Squires, leader of the opposition in New Brunswick, in commenting in this newspaper yesterday on the present political agitation in the province, said of Premier Dysart: "In fact the people breathlessly awaited his comments."

The people are also "breathlessly awaiting" a far more definite statement from Mr. Squires. Beyond criticizing the remarks made by the premier and abstracting political sunbeams from the cucumber, Mr. Squires has not made his position clear as to just what he proposes to do in connection with the charges of Dr. A. D. Dyas, M.L.A. for Charlotte, in which Dr. Dyas says: "It seems to me as if no one has anything to say about the government of the country but two business organizations—one in Saint John and the other in Sackville." The public would know, he said, "to whom he was referring."

After all, Mr. Squires, and not Dr. Dyas, is the official leader of the opposition in New Brunswick. It is his duty to call attention to irregularities in connection with the provincial government, and press for their investigation. Will he please tell the public what he contemplates doing in regard to Dr. Dyas' direct statement that all is not right in connection with public affairs? Will he call for a Royal Commission to enquire fully into the undesirable features which Dr. Dyas attaches to the management of New Brunswick's business? The public will be far more interested in some pronouncement of this character than in an analysis of what Premier Dysart said or left unsaid in connection with the statement made by some of his followers.

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C138199

Name of Publication St. John Telegraph-Journal

Date Aug. 4/38

Subject

CHARLOTTE COUNTY M. L. A. NOT SATISFIED WITH ADMINISTRATION

Voices "Wish of Myself and a Good Many Other Liberal Members" That Accounts of Liquor Board Be Made Public

"NOT BY ANY MEANS A 'REBEL'"

"Generally Speaking . . . I Am in Sympathy With My Colleague, Dr. Dyas," Says St. Andrews Member—"Things Not All They Should Be" in Charlotte

ST. ANDREWS, N. B., Aug. 3—(Special)—"Generally speaking, while I am not by any means a 'rebel', I am in sympathy with my colleague, Dr. Dyas," was the statement made here by R. Fraser Keay, St. Andrews, member of New Brunswick's Legislative Assembly for Charlotte County.

Dr. A. D. Dyas, a resident of St. Stephen, in a recent statement had complained bitterly of the administration of governmental affairs in Charlotte, and had claimed that "it looks to me as if no one has anything to say about the government of the country but two business organizations—one in Saint John and the other in Sackville." The public, Dr. Dyas had added, would know to whom he was referring.

Dr. Dyas, in his statement, had said that the Liberals would get no support in Charlotte in the next election unless Hon. A. A. Dysart, premier, and now chairman of the New Brunswick Electric Power Commission, "is put out of the leadership. I myself wouldn't think of running again with him as leader, and I am leaving the party if he remains as head of the government."

Dr. Dyas led the polls in Charlotte County in the 1935 election, he and three other Liberals—Mr. Keay, Foster G. Calder and J. J. Hayes Doone—being chosen to represent that constituency in the provincial House.

"Things Not All They Should Be"

Mr. Keay said he had no comment to make on whether or not he would follow Dr. Dyas' example in threatening to leave the party or in not seeking re-election if Premier Dysart continues as leader. Mr. Keay emphasized that he did not wish to be classed as a "rebel"—as that term generally is understood—but he felt that "things were not all they should be" in the constituency of Charlotte.

He said he agreed with Hon. H. F. G. Bridges, Campbellton, who announced recently that he had decided to resign as Speaker of the House to sit as an independent member, that the accounts of the New Brunswick Liquor Control Board should be made public, "so," Mr. Keay said, "that all can see just what the situation is there," and "as it had been said would be done," in the 1935 election campaign of the Liberal party led by the then Opposition Leader Dysart.

Mr. Keay said he had no "personal axe to grind, and was looking for nothing," but he did want "a fair show for his constituents." This was in line with Dr. Dyas' statement, the St. Stephen member having said that "Charlotte County is seething with indignation against the government both because of the recent cabinet changes (Premier Dysart retired as minister of public works and took over the chairmanship of the Power Commission—its chairman, Hon. W. S. Anderson, Newcastle, becoming public works minister—and E. J. Henneberry, member for Saint John City, was appointed president of the Executive Council) and because nothing has been done for this constituency.

"There are, I know," Dr. Dyas had commented, "several other members who feel the same way as I do about it, but who don't want to

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come out into the open at this time." Dr. Dyas' statement was made on July 27, the same day on which Mr. Bridges' letter of resignation as Speaker was published in the press.

"Premier Dysart hasn't played fair with Charlotte in many ways," Dr. Dyas' statement continued. "I've been after him a dozen times, but he won't do a thing. All we've had is promises.

"The way Charlotte County has been neglected is disgraceful. It has held the members up to ridicule. Tourists coming in have struck the bad road and turned back. In the whole time the government had been in it has not surfaced the highway from St. Andrews to St. George, and this won't be completed this year. It is a terrible piece of road," said Dr. Dyas.

Mr. Keay, in stating that he was in "general sympathy with his colleague, Dr. Dyas," voiced the "wish of myself and a good many other Liberal members," that the accounts of the Liquor Control Board be made public.

No Further Statement

ST. STEPHEN, N. B., Aug. 3—(Special)—Dr. A. D. Dyas, St. Stephen, member of the provincial Legislature for Charlotte County, who recently repudiated the leadership of Premier Dysart, had no further statement to make. He considered he had "done my duty" in his announcement of July 27.

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Office of
The Prime Minister

Name of Publication Toronto Telegram

C138201

Date Aug. 4/38

Subject

Junior Group To Drop Out If Demands Go Unheeded Is Ultimatum To Premier

Young Liberals Set Aug. 7 as Deadline For Conference With Dysart — Reorganize To-day

Saint John, N.B., Aug. 4 (Special) —Grief is piling upon grief about the head of Hon. A. A. Dysart, Premier of New Brunswick.

During the closing days of last month, he fought off a threatened wide-open break in his party. As it was, two leading members walked out.

Now trouble comes from the junior ranks. Unless he meets and placates a delegation from the 20th Century Liberal Association before or on Aug. 7, that body will walk out of the party. An ultimatum was given the Premier a week ago. To date, he has ignored their demand.

Though listing several grievances, briefly the trouble in the senior ranks comes from insufficient attention to home constituencies; and in the junior ranks, no jobs "as promised."

BLAME CABINET SHUFFLE

The spark that set off the political dynamite came early in July when Premier Dysart shuffled his cabinet and dealt out a portfolio of health and labor, filling the vacancy caused by the death of Hon. Dr. William F. Roberts; and filled the presidency of the executive, divorced from Hon. Dr. A. P. Paterson, who already holds the portfolio of minister of education.

The constituency of Restigouche has long sought cabinet representation. In the 1935 provincial elections, Hon. H. F. G. Bridges successfully contested that constituency; but the best Premier Dysart could do for him was the speakership.

When the July cabinet shuffle came, and a Saint John member received the presidency of the executive, bringing the Saint John constituency representation up to two, with Restigouche still out in the cold, Hon. Mr. Bridges resigned not only his post as Speaker of the House but also broke with the party, declaring his intention to sit and act as an independent until dissolution of the House.

RESIGNATIONS ACCEPTED

Catching on to the spirit of the day, and on the general grounds that his district had been given the skim milk in appropriations, Dr. A. D. Dyas, M.L.A. from St. Stephen, threatened to resign unless the premier quit.

Startled by the rapid moving events within his ranks, both bombs being thrown within 48 hours of each other, the premier branded both members as ultra-ambitious, accepted the Speaker's resignation and anticpated any further action by Dr. Dyas by "accepting" his resignation also.

Politically-minded New Brunswick followed developments closely, wondering if there might be substance in reports of other resignations to follow, including that of the premier himself. The latter spiked rumors relative to himself, but the others, if any, are yet to be heard from, though rumors persist.

YOUNG LIBERALS PROTEST.

Then came the flank attack. The young Liberals of this city, the Saint John branch of the 20th Century Liberal Association, held an indignation meeting, in the nature of a climb upon the bandwagon, and demanded attention, and lots of it, from the party.

To date, the premier has ignored them. Perhaps he has been informed of the "break within a break." The 20th Century Liberal Association of Saint John is having its own internal troubles. There are several members who fail to see eye to eye with their executive; so called a general meeting for to-day to reorganize the association. But the general association, meanwhile, stands behind its demand for more recognition from the party---and the conference.

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Form A.64-A.

File No. C138202

MEMORANDUM

To The Honourable W.D.Euler M.P.

Minister of Trade and Commerce

DEPARTMENT OF TRADE AND COMMERCE

Ottawa, March 2 1939

NEW YORK WORLD'S FAIR
CEREMONIAL - DOMINION DAY - July 1st, 1939

Further to the approval I received from you regarding the matter of having a Mounted Police Unit and Band for our programme on Dominion Day at the New York World's Fair, the following ceremonial has been suggested:

1. The Guest of Honour will enter the site through the World's Fair Boulevard gate at about 10.30 AM.

2. On entering the gate, a salute appropriate to the rank of the guest of honour will be fired by a battery of artillery.

3. The guest of honour will be escorted to the office of the President of the Corporation, where he will sign the Register and be received by The Honourable Grover Whalen.

4. Accompanied by The Honourable Grover Whalen, the guest of honour will proceed to the Court of Peace to review the military guard.

5. Following the review, visits will be made at the offices of -

   The United States Commissioner General
   The Governor of New York
   The Mayor of New York City

   provided these officials are on the grounds.

6. The party will then return for luncheon given by The Honourable Grover Whalen to the guest of honour and his official party.

1 hr.

The afternoons and evenings of the "National Days" are left open for such programs as the Commissioners General may plan for celebration of their participation in the New York World's Fair.

In this last connection, we may state that the facilities made available to the foreign participant depend entirely upon the size of attendance and the type of offering which the foreign participant has. Generally the nations will offer speakers, singers, dancers and musicians of one sort or another with a pageant to wind up their celebration.

The proposal for the morning programme drawn up by Mr. Roosevelt, Acting Director of Foreign Government participation at the New York World's Fair you will note, works out with our programme very nicely.

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The programme for the afternoon will be arranged by ourselves in cooperation with the Mounted Police. After luncheon at the Terrace Club, which is on the Fair Grounds, where the Canadian party will be guests of the Honourable Grover Whalen, the Canadian ceremony will start and is set for 3 p.m.

The R.C.M.P. Band would play at the Terrace Club for the hour during the luncheon (1.30 to 2.30 p.m.) and then leave to take up position in the near vicinity of the Canadian Building, ready to play "O Canada" or whatever suitable piece may be decided upon when the Canadian Representative arrives there. The Band consists of 33 pieces.

The Mounted Police Troop would then be in position facing the Terrace Club at 2.45 p.m. and the Canadian Representative's automobile waiting for him. The procession would move off from the Terrace Club at 3.00 p.m. sharp, the Mounted Police forming a conventional covering escort to the automobile. Any other automobiles required for guests, etc., would proceed separately or follow behind the Mounted Police escort.

The route through the Exhibition Grounds is to be selected by New York Officials.

Motorcycles should be provided, to precede the R.C.M. Police escort and guide them through the Exhibition Grounds, the procession to finish in front of the Canadian Building, the Canadian Representative to leave his automobile and go into the Building for a few minutes.

Then the question comes up of an address by the Representative either at the Building, if there is room in front of it, or at the Court of Peace upon his arrival there.

It is suggested that the R.C.M.Police escort might form a line facing the Canadian Building, but if it is considered that the Mounted Police would obstruct the view of the spectators they could move right on past our exhibit to the Court of Peace.

The position of the R.C.M.Police Band at the time of the arrival of the Canadian Representative at the Canadian Building might be in the passage between the two foreign buildings in front of our Pavilion. In any case, the site should be selected for the Band to take up their position to play upon arrival of the Canadian Representative.

The Band would then move off to take up its position at the Court of Peace in order to play for the Musical Ride.

After the address by the Canadian Representative at the Canadian Exhibit, the R.C.M.Police would put on the Musical Ride at the Court of Peace, which is understood to be a lawn. In talking this over with the Assistant Commissioner he states that it would be necessary to have markers, the exact particulars of which would be supplied by the R.C.M. Police and a suitable position prepared for the R.C.M.P. Band.

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Any other programme which might be suggested could follow on up to five o'clock as the whole grounds are at our disposal until that time.

I would be glad to know if this programme meets with your approval, and could we know at some early date who will represent Canada at this function as it will be necessary for us to get in touch with the authorities who will arrange an escort and a battery of artillery to receive the Canadian Representative as he enters the World's Fair Grounds.

Further, the Honourable Grover Whalen would like to have the information in order to arrange for the luncheon and issue the necessary invitations, etc.

Yours sincerely,

Deputy Minister.

JGP/V.

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Coll - Trade Exhibitions

C138205

CANADA DAY, JULY 1st, 1939

NEW YORK WORLD'S FAIR 1939

SEVENTY-SECOND ANNIVERSARY OF
CANADIAN CONFEDERATION

OFFICIAL PARTY:

The Prime Minister, the Right Honourable W. L. MacKenzie King, and his Principal Secretary, A. D. P. Heeney.
The Honourable W. D. Euler, Canadian Minister of Trade and Commerce, and his secretary, Mr. Finlay Sim.
Mr. Douglas S. Cole, Commissioner General for Canada.
Mr. J. C. Holmes, Administrative Assistant to the President of the New York World's Fair.
Captain Lamar R. Leahy, U.S. Navy Liaison Officer.
Colonel Cortlandt Parker, U.S. Army Liaison Officer.
Commanding Officer of the Royal Canadian Mounted Police.
Commanding Officers of Canadian destroyers.

10.00 a.m. — The appropriate number of New York World's Fair cars will be provided - one being assigned to pick up Mr. Euler and his secretary at his hotel, the Waldorf-Astoria, proceeding to the Harvard Club, there to join the Prime Minister and the balance of the official party. Mr. J. C. Holmes representing Mr. Grover Whalen, President of the New York World's Fair, accompanied by Captain Lamar Leahy, U.S. Navy Liaison Officer, and Col. Cortlandt Parker, U.S. Army Liaison Officer, as Aides. The party will proceed to the World's Fair Boulevard Gate with police motorcycle escort.

10.30 a.m. — Arrive at World's Fair Boulevard Gate.
Salute of 19 guns.
At this juncture the motorcycle police escort will drop the party, which will be picked up by the World's Fair uniformed Indian Cavalry troops and World's Fair motorcycle policemen. The World's Fair Indian Cavalry Troops will act as an escort preceding the entourage to Perylon Hall where the Prime Minister and party will be received by Mr. Grover Whalen, President of the New York World's Fair.

10.45 a.m. — Arrive at Perylon Hall.
The Indian Troops will line in the driveway at Perylon Hall and salute the party by dipping their lances as they proceed to the entrance in their cars. At this time the Canadian flag will also be slowly raised on the ceremonial flag pole in front of the driveway. The party will be greeted by Mr. Whalen, escorted upstairs for a short visit where the Prime Minister and Mr. Euler will be asked to sign the distinguished guest book.

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11.00 a.m.	The party will go to the Court of Peace, preceded by the Indian Cavalry Troops. At the Court of Peace the party will disembark from the cars, march to the center and face the troops which will be lined in front of the Federal Building. Appropriate salutes will be given (rolls and flourishes), followed by the playing of "God Save the King" and "O! Canada". During this ceremony the Canadian flag will be slowly raised on the flag pole of the Federal Building to accompany the American flag which will already be flying. The Commanding Officer will step up to the Prime Minister and ask if he cares to inspect the troops. The Prime Minister, accompanied by the appropriate group, will inspect the troops. This inspection will end at the north side entrance of the Federal Building.
11.15 a.m.	The party will proceed to the North entrance of the Federal Building where they will be greeted by United States Commissioner General Flynn, and escorted into the building for a brief call.
11.30 a.m.	They will proceed to their cars which will be waiting at the South Entrance of the Federal Building, and, with the Indian Mounted Cavalry escort, go to Arrowbrook to pay an official call on Mayor La Guardia.
11.45 a.m.	Arrive at Arrowbrook, where the Canadian flag will be slowly raised as the party approaches the driveway.
12.00 noon	Leave Arrowbrook for Perylon Hall.
12.15 p.m.	Arrive Perylon Hall.
12.30 p.m. (x) LUNCHEON.....	Luncheon Perylon Hall. There will be no speeches at the luncheon, over which Mr. Whalen will preside. The party will, however, drink the appropriate toasts. It is suggested that the Canadian Commissioner General submit a list of between fifty and sixty names, including ladies, who are to be invited to the luncheon and the Fair will have a similar number of appropriate guests. The band of the Royal Canadian Mounted Police will play during luncheon.
2.15 p.m.	Conclusion of luncheon.
2.15 p.m.	Escorted by the band of the Royal Canadian Mounted Police, and representative crews from the Canadian destroyers if desirable, the party will proceed to the Canadian Building.
2.30 p.m. BROADCAST.....	Arrive at Canadian Building, where programme will be as follows: SPEAKERS: The Rt. Hon. the Prime Minister of Canada; (Ten Minutes) United States Commissioner General Flynn; Mr. Grover Whalen, President of the New York World's Fair; Mayor La Guardia of New York City.
Cole - will introduce	The party will then proceed to view the exhibits in the Canadian Building and Art Gallery.

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3.25 p.m.		The party will leave the Canadian Building for the Court of Peace, escorted by the Royal Canadian Mounted Police Band and representative crews from the Canadian destroyers, the Royal Canadian Mounted Police squadron to line the roadway between the Canadian Building and the Court of Peace during the passage of the official party.
3.30 p.m.		Arrive at the Court of Peace. At the Court of Peace the appropriate number of chairs will be placed on the rostrum in order that the distinguished guests may view the proceedings, and also for the band of the Royal Canadian Mounted Police, and such apparatus as may be necessary for the loud speaking broadcast of the Police Band. Five thousand chairs will be placed around the area required for the Royal Canadian Mounted Police musical ride to accommodate those who wish to witness the ride. Ample space will be provided for as many people as may desire to stand and view the programme. At the other end of the Court of Peace, which is easily viewed by those seated at the end in front of the rostrum, there will take place a parade by the crews from the Canadian destroyers.
MUSICAL RIDE		Following the parade by the crews of the Canadian destroyers, the musical ride by the squadron of the Royal Canadian Mounted Police will take place.
4.00 p.m.		The party will proceed from the Court of Peace to the Federal Building, where they will be the guests of U.S. Commission at a reception.
4.15 p.m. to 6.00 p.m.		A reception to 500 guests will be offered by the U.S. Commissioner General to the official party. Fair cars will return the official party to New York City at the appropriate time. Accompanied by Mr. Holmes will be Captain Leahy and Colonel Parker.
RECEPTION		
7.00 p.m.		United States Commissioner Flynn and Assistant U.S. Commissioner Spofford have offered to give a dinner for fifty (50) in the private suite at the Federal Building to be followed by a view of the fireworks, lighting and Fountain displays.
DINNER		
Note:	(x)	It is contemplated that there will be no speeches, merely toasts, at the luncheon, and that the general speaking programme will take place at the Canadian Building, where Canadians and the general public who will not have an opportunity to attend the luncheon or reception will be able to witness the official ceremonies on the occasion of Canadian National Day. It is expected that there will be an audience of ten to twelve thousand people to view the musical ride, etc.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C138208

Mr. King:

You have tentatively agreed to see the Honourable Mr. H. T. Armstrong, New Zealand Minister of Labour, after Council today. You also asked to be reminded of the possibility of taking Mr. Armstrong to the Exhibition.

HH.

August 24, 1937.

Seen 24/8/37 HH

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

C138209

Mr. King:

You have tentatively agreed to see the Honourable Mr. H. T. Armstrong, New Zealand Minister of Labour, after Council today. You also asked to be reminded of the possibility of taking Mr. Armstrong to the Exhibition.

HH.

August 24, 1937.

T/MP

Mr. Collins & Hon. Mr. Armstrong may be reached at Mr. Dickson's office or at Chateau at any time after 4.30.

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C138210

New Zealand
Walter Nash
Dept. of External Affairs

D-120-J
1939

May 12/39
JAC/EV

Memo for Mr. Heeney

Mr. R.M. Firth, Trade Commissioner for New Zealand in Canada, has informed us that the Hon. Walter Nash, Minister of Finance in the New Zealand Government, will be arriving at Los Angeles on May 15th en route to London, England.

Mr. Nash is accompanied by Mrs. Nash and Mr. and Mrs. Reginald Aickin. Mr. Aickin is Mr. Nash's Private Secretary.

Mr. Firth did not yet know whether Mr. Nash intended to visit Ottawa, but he will inform us immediately upon being advised by Mr. Nash of his itinerary.

I am also informing Mr. Dunning, Mr. Ilsley and Mr. Euler of this possible visit.

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C138211

For Mr. Pickersgill 637
JAG.

Shown to
Mr King
He said "Tell Mr
Lapointe if it
becomes definite"
JWP.

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OFFICE OF THE PRIME MINISTER

MEMORANDUM

N-100
V.2

For Mr. King:

Mr. Moffatt, head of Moffatt's Limited, telephoned from the Chateau to say that he had recently be in New Zealand where he had seen Mr. Downie Stewart who had asked him to bring his best regards to you.

Mr. Moffatt said he was very happy to convey this message and also to extend his own best wishes to you.

Mr. Moffatt is at the Chateau and is leaving tonight.

H.H.

HH/LAM
September 27, 1939.

P.M. said "OK"
27.9.39

For copy see
R-100-M
1939

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C138213

OFFICE OF THE P

MEMORANDUM

T-159
1939

Kingsmere,
July 8, 1939

DR. SKELTON:

Re: Canadian Newsprint.

Kindly draft acknowledgment to Col. Ralston's letter of July 7th, intimating that the Government will take immediate steps to bring representations of Mr. Vining's letter to the United States Government.

Please note that I feel the representations should be made as coming from the Company, not from the Government. The fact that the Government has thought it advisable to bring them to the attention of the United States authorities is sufficient evidence of our interest in the matter from a national point of view.

W.L.M.K.

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FILE : O.D. SK[illegible] 1939

C138214

MEMORANDUM from Canadian legation to U. Secretary of State. 19.7.39

The Department of Justice on May 24th, 1939, announced that it was conducting inquiries into certain activities of manufacturers and distributors of newsprint paper, complaints having been received that these activities violated the anti-trust laws. The Department is presenting evidence to a Federal Grand Jury in San Francisco that United States producers and distributors of newsprint paper on the Pacific Coast have established restraints on competition by concerted action in violation of the Sherman Act. At the same time, agents of the Department elsewhere in the United States are investigating whether members of the newsprint industry are maintaining prices in the domestic market by concerted action which violates the Sherman Act. If so, criminal proceedings will be launched for the purpose of establishing free competition.

The announcement expressly mentions Canadian producers of newsprint and states "should it finally appear that this uniformity of prices and trade practices results from conditions beyond the jurisdiction of the Department, the facts secured will be submitted to Congress so that it may consider whether legislation is necessary to ensure United States publishers adequate supplies of newsprint at reasonable prices". Though the proceedings contemplated are domestic, they can be regarded as aimed largely at the Canadian newsprint industry, since this industry supplies three-fifths of the newsprint consumed in the

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United States.

Canadian newsprint is the second largest single item in the export trade of Canada. The value of Canadian newsprint exported to the United States is over $100,000,000 a year. The Canadian Government is, therefore, directly interested in the proceedings launched by the Department of Justice.

The statement of the Department of Justice makes it clear that the purpose of its proceedings is "to ensure United States publishers adequate supplies of newsprint at reasonable prices". The explicit assumption is that the present prices of Canadian newsprint are too high - that they are unfair and unreasonable.

The Canadian manufacturers of newsprint, on the other hand, assert that even the increased prices for newsprint, which became effective at the beginning of 1938, have not produced sufficient income to the Canadian newsprint industry to pay costs (including depreciation and depletion) and to provide for anything approaching a fair return on the cash capital invested.

They respectfully suggest that in place of the proceedings at present contemplated by the Department of Justice, which would probably be prolonged, expensive and harassing, there be an expeditious, direct, and amicable inquiry by some appropriate agency of the United States Government into the

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real question at issue - the fairness and reasonableness of Canadian newsprint prices. If it be found that Canadian prices are fair and reasonable, the Canadian manufacturers of newsprint submit that there would seem to be no purpose, insofar as Canadians are concerned, in going ahead with the Grand Jury proceedings and the investigation announced by the Department of Justice.

The Canadian Government would be grateful if the United States Government would give favourable consideration to this suggestion. It appears to the Canadian Government to be a constructive proposal which would be in keeping with the friendly relations between the two countries, and which would provide a further demonstration of the ability of the two countries to settle their difficulties by consultation and reason. This alternative procedure might render unnecessary expensive and unpleasant proceedings which might have an unfortunate effect on public opinion in both countries, and which might injure the trade relations between Canada and the United States.

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C138217

183-38

CONF[illegible]

file 5

Received June 14/39

Anonymous

J Trade - Can. American Trade
Pulp & Paper Industry

MEMORANDUM RE

ACTIVITIES OF UNITED STATES DEPARTMENT OF JUSTICE
WHICH MAY AFFECT
CANADIAN NEWSPRINT INDUSTRY

June 13, 1939

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MEMORANDUM RE

ACTIVITIES OF UNITED STATES DEPARTMENT OF JUSTICE
WHICH MAY AFFECT
CANADIAN NEWSPRINT INDUSTRY

UNITED STATES OFFICIAL ANNOUNCEMENTS AND COMMUNICATIONS

(1) On May 24th, 1939, Assistant U.S. Attorney General Arnold issued a statement to the Press indicating that U.S. Attorney General Murphy had directed officers of the Department of Justice to undertake two different types of action: -

(a) An inquiry before a Federal Grand Jury at San Francisco regarding activities of newsprint producers and distributors on the Pacific Coast - subpoenas for witnesses before this inquiry were being served that day; and

(b) A general investigation of newsprint trade practices in other parts of the United States, to be followed by prosecutions if violations of the Sherman Act or U.S. Antitrust laws are discovered.

(2) This statement recites the recent investigation of the Newsprint Industry by the Federal Trade Commission, which Commission reported to the Attorney General on January 7th last. It states that the F.T.C. investigation and

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and report related to possible violations of a Court decree which had been granted under the Sherman Act in 1917 against certain manufacturers of newsprint. The F.T.C. apparently reported that enforcement of this decree would serve no useful purpose because only 2 of the 8 individual and only 14 of the 45 corporate defendants in the 1917 case are now in the newsprint business, and because conditions had altered so drastically, it being found that, at the time this Court decree was granted in 1917, the U.S. produced three-fourths of its newsprint requirements while now it produces only one-fourth of its requirements and imports the remainder.

(3) The Assistant Attorney-General's statement of May 24th, 1939, makes the following references to the Canadian industry: -

"The Commission (i.e., the Federal Trade Commission) further found that over four-fifths of all newsprint imported into this country comes from Canada...."

"Most Canadian and domestic manufacturers of newsprint follow certain uniform practices which raise serious questions under the federal antitrust laws..."

"Some evidence secured by the Federal Trade Commission indicates that concerted action by Canadian manufacturers restrains freedom of competition in the United States newsprint market. Other evidence tends to show that certain United States manufacturers and distributors co-operate with Canadian producers to maintain prices in this country. This evidence is not complete because the Commission naturally focussed its attention upon compliance with the 1917 consent decree. Furthermore,

knowledge

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"knowledge of concerted action by Canadian producers did not become available until December 1938 after the Commission had completed its inquiry. Consequently, the Department has undertaken a further investigation of this situation...."

(4) The Assistant Attorney General's statement forecasts the nature of the proceedings which are contemplated as follows: -

Legal Proceedings

"Should this investigation show that members of the newsprint industry are maintaining prices in the domestic market by concerted action which violated the Sherman Act, the Department will, of course, be called upon to begin legal proceedings. If price uniformity is found to result from violation of the antitrust laws, action by the Department should result in the restoration of competition..."

"If it is finally established that agreements in restraint of trade at present govern business in newsprint throughout the Pacific Coast area, criminal proceedings should result in the establishment of free competition. As a consequence, prices and trade practices will be determined by the unhampered interaction of economic forces and lower prices may be reasonably expected. Newspaper publishers in that region will be given access to a free newsprint market...."

NOTE: It is quite possible that the Grand Jury proceedings in the West might be used to develop evidence useful in the Eastern investigation. This could be done by issuing subpoenas to representatives of Newsprint manufacturers living or found anywhere in the United States requiring them to appear in California.

Congressional Action

"Should it finally appear that this uniformity of prices

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"and trade practices results from conditions beyond the jurisdiction of the Department, the facts secured will be submitted to Congress so that it may consider whether legislation is necessary to insure United States publishers adequate supplies of newsprint at reasonable prices."

(5) To show the attitude of the Assistant Attorney General regarding the use of criminal proceedings, a quotation is given from a speech made by him on May 22, 1939, at San Francisco;-

"The Antitrust Division has two tools. The first is the criminal process. It is the sole effective means of prevention. It deals with the past. It seeks to make violations of the antitrust laws hazardous so that they will not be carelessly or lightly undertaken.... For this purpose the present civil procedure is useless..."

"I recognize that the criminal indictment is a clumsy instrument because it makes an economic offense appear as a moral one. I would prefer that teeth be put into the civil remedy. I have drawn up legislation designed to that end. Until such legislation is passed, however, I shall use the criminal penalty...."

(6) The United States authorities have already communicated with United States publishers in order to get information which might be useful in connection with the investigation. Under date of May 15th, the U.S. Assistant Attorney General, Mr. Arnold, wrote to publishers indicating that an investigation into newsprint matters was under way and asking for their co-operation. Accompanying the letter was a questionnaire in which questions were asked as to the identity of the seller of the newsprint paper used by the publisher concerned, the price and price basis, quantities and so forth. The questionnaire was supposed to cover activities back to the beginning of 1936.

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RE: PROSPECTIVE INQUIRIES IN CANADA BY UNITED STATES OFFICIAL

It is learned that a representative of the United States Attorney General's Department will be in Canada immediately. It is probable that the expressed object of the visit will be to invite discussion and negotiation. No doubt the representative will be a professional man of high calibre selected to inspire confidence and to create the impression of desiring to collaborate.

But, having regard to the expressed intention to investigate with a view to criminal proceedings, and, if found desirable, Congressional action, any representative of the Attorney General's Department must be regarded as adverse and as being bound by his official position to use any information obtained, even in friendly and informal conversation, for the purpose of furthering the objectives which have been so frankly and unmistakeably announced.

In the light of previous experience and of these announced intentions, it would obviously be most unwise to act on the theory that the Attorney General's Department is looking for information which will exonerate the Canadian Industry.

CANADIAN SITUATION CONTROLLED BY PROVINCIAL GOVERNMENT POLICY

The production in Canada is based on a division of available tonnage among the various mills, pro rata to their efficient capacity, in accordance with a policy required by the Governments of Ontario and Quebec. Both these Governments have required this policy to be carried out in

order

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order to ensure distribution of labour, conservation of the forests and more stable economic conditions. They have not fixed prices but have obviously been obliged to prevent price cutting as between mills, since that practice could only result in increasing the tonnage of one mill at the expense of another and would also precipitate retalitation with a complete breakdown of the pro-rating policy.

The Governments have acted under the powers which they possess as owners and lessors of the timber limits, which powers have been reinforced by the following special Legislation.

On May 18th, 1935, the Quebec Legislature passed the Forest Resources Protection Act (ch. 22 of the Acts of 1935). This Act gives the Lieutenant-Governor-in-Council the power to make regulations -

> "respecting the judicious development of the forest resources of the Province, the control of timber-cutting on land forming part of the public domain, the purchase and sale of such wood and its transformation into paper or pulp."

The Act sets out certain specific subjects to which such regulations would apply, for instance:

(a) providing for deposit with the Minister of Lands and Forests of copies of all contracts relating to the acquisition of wood cut on Crown land and to its sale and transformation into paper and pulp;

(b) limiting the cutting of wood;

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(c) protecting forests and mill workmen from the standpoint of health, salary and working conditions;

(d) ascertaining the quantity of wood cut;

(e) fixing the minimum proportion of pulp wood cut on Crown lands to be used annually in paper or pulp mills; and

(f) providing penalties for infringement.

Section 4 of the Act provides that the Lieutenant Governor-in-Council may at any time and from time to time increase, up to $6.00 per cord, the then prevailing stumpage dues, if it is established that the holder of a license has not observed the regulations or if his "operations are deemed to be detrimental to the interests of the Province and the administration of the public domain".

In 1939 another Act was passed by the Quebec Legislature authorizing the Lieutenant-Governor-in-Council to:

"order the cancellation of the exemptions and commutations of municipal or school taxes from which any paper enterprise is profiting, whenever he deems that its operators are committing acts prejudicial to the interests of the Province and to the conservation of the forest domain."

The Premier of Quebec, in dealing with this latter Act, said:

"We are concerned with a very important bill. Since we came into power extensive abuses have been committed as much as regards the forest industry as affecting the

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"employees. Since 1936 we have called in the principals in this industry; we have pointed out to them that they must not exploit this industry in a manner which would cause the loss of the rights acquired from the public.... There are two companies, The Donahue Company of Malbaie and the company of St. Raymond who think that they can run the Province. We will not tolerate any underhand methods... Instead of imposing a fine on the companies who do not conform to regulations, we will cause them to pay taxes to the municipalities and to the school commissions".

In the Province of Ontario a somewhat similar Statute was passed in 1936, entitled "The Forest Resources Regulation Act, 1936" (see Ch. 22 of the Acts of 1936). This Act also authorized the Lieutenant-Governor-in-Council to make regulations "for the more efficient and economical operation of the forest products industries and for effecting the most advantageous utilization of the timber resources of the Province." Section 3 contains a very comprehensive enumeration of the matters to which these regulations would apply and sub-section (e) of that Section provides that the Lieutenant-Governor-in-Council may:

"increase the stumpage charges payable by any company in respect of timber to be cut during any period from lands over which any company holds cutting rights granted by the Crown and in respect of timber cut from such lands and held, owned or used by such company during any period, to an amount not exceeding five times such stumpage charges where in the opinion of the Lieutenant-Governor-in-Council such company or any person or corporation employed or controlled by such company is operating or carrying on business in a manner detrimental to the public interest, either in respect of the Crown revenues, the stability of the forest products industries or the maintenance of fair wages and proper labour conditions, and may require such increased stumpage charges to be paid upon demand."

The determination of the Governments of Ontario and Quebec to enforce their requirements on the newsprint producers in these Provinces is shown by published articles, statements and reports regarding the policies and activities of the Governments of Ontario and Quebec, quotations from which are set out in the Schedule to this Memorandum.

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THE REASONABLENESS OF A $50. PRICE

The increase in price from $42.50 to $50. (New York price) per ton was made with effect January 1st, 1938. This increase of $7.50 at one time gave rise to complaint but, as a matter of fact, the $42.50 price should have been increased some years before, in which case the raising of the price in 1938 to $50. would not have involved any disproportionate increase. The American publishers, by well organized opposition and the placing of orders with mills willing to give lower prices, succeeded in delaying, in respect of newsprint, the increases in price obtained for other commodities. The publishers thus obtained the benefit of the uneconomic price of $40. (and often less) to $42.50 for several years.

Based on a careful and conservative estimate of costs of production at an efficient mill operating at over 80% capacity, and allowing a low return on only the fair cash investment, this price of $50. is still below cost.

The New York price of $50. per ton represents the base price of $51. per ton to which Mr. Arnold makes reference in his press statement. New York City is a port and enjoys a $1. reduction from the basic price on that account.

EFFECT OF NEWSPRINT PRICES

At the present time newsprint constitutes about 20% of the total costs of the average publisher as compared

with

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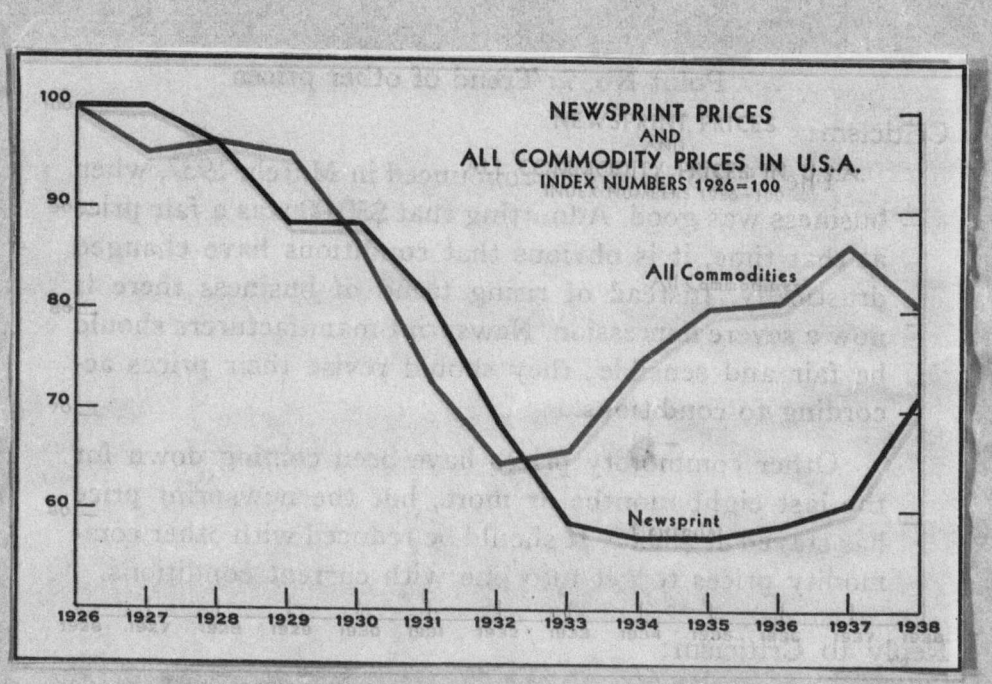
with about 30% in 1929. In other words, each fluctuation of $5. per ton in the price of newsprint means a difference of about 2% in the total cost of publishing the average newspaper. Big papers spend a higher percentage of their disbursements on newsprint than do smaller papers.

NEWSPRINT PRICES VIS-A-VIS OTHER COMMODITY PRICES

During recent years the price of newsprint had been depressed in terms of other commodities and at the present time newsprint stands below the general commodity index based on 1914, 1926 or any other standard year. The following chart graphically illustrates this statement: -



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FINANCIAL CONDITION OF THE NEWSPRINT INDUSTRY

In the period 1933-1935 mills aggregating between two-thirds and three-fourths of the total Canadian capacity (excluding mills wholly owned by publishers) were either bankrupt, in receivership, or in default.

Price Brothers (approximate annual capacity 350,000 tons) went into bankruptcy in 1932 and was reorganized in 1937.

Abitibi (approximate annual capacity 600,000 tons) has been in receivership for several years.

Consolidated (approximate annual capacity 600,000 tons) was organized as a result of the collapse of the Canada Power & Paper Corporation group in 1931. Drastic reductions were made in the bond and share capital. This Company has paid no bond interest since organization and has not earned sufficient to cover allowable depreciation and depletion.

Lake St. John (approximate annual capacity 100,000 tons) has been in charge of the Bondholders and Debentureholders since 1932.

Canadian International Paper (approximate annual capacity 675,000 tons) is not earning its bond interest.

Minnesota & Ontario (approximate annual capacity 170,000 tons) has been in receivership for many years.

Great

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Great Lakes (approximate annual capacity 110,000 tons) went into receivership in 1931 and was reorganized in 1936 with a drastic cut in fixed commitments.

Donnacona (approximate annual capacity 85,000 tons) defaulted in 1932, and was reorganized in 1936 with a drastic cut in fixed commitments.

IMPORTANCE OF NEWSPRINT INDUSTRY TO CANADA

Canada's exports of newsprint to the United States

in 1936 were 2,434,585 tons
" 1937 " 2,909,360 "
" 1938 " 1,881,020 "

In 1939 Canada's exports of newsprint to the United States will, it is expected, be about 2,300,000 tons. Canada supplies the United States with practically four-fifths of the total United States consumption. It is understood that all the United States newsprint mills are running to full capacity. In addition the United States will probably import 300,000 tons from Scandinavia.

INTERNATIONAL TRADE SITUATION

Canada has to rely on exports of newsprint to the extent of at least $100,000,000 (approximately) to maintain her balance of trade with the United States

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States. Newsprint was one of the bound items under the Canada-United States Trade Treaty.

REASONS FOR CANADIAN GOVERNMENT'S INTEREST

The Government would appear to be vitally interested in the activities of the United States Justice Department

(a) because there is envisaged the possibility of Congressional action against Canadian newsprint which would be a contravention of the recent Canada-United States Trade Treaty;

(b) because any attempt to break down the pro rating of newsprint tonnage would result in cut-throat competition for tonnage; maldistribution of labour; increased unemployment; inadequate revenue to compensate for the depletion of forest resources; and the bankruptcy or relapse into bankruptcy of the units concerned, with consequent great damage to Canadian financial and economic conditions generally;

(c) because there is envisaged a prosecution of Canadian citizens operating in accordance with the requirements of the constituted Governmental authority in their Provinces.

- - -

June 13, 1939

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SCHEDULE

QUOTATIONS FROM PUBLISHED ARTICLES, STATEMENTS AND REPORTS REGARDING THE POLICIES AND ACTIVITIES OF THE GOVERNMENTS OF ONTARIO AND QUEBEC

(a) An Article in the Montreal Gazette of October 26th, 1937, headed "Duplessis will check newsprint glut here":

> "Mr. Duplessis stressed the importance of the newsprint industry to Canada and the Province, and it was for that reason that the Quebec Governmert was determined not to permit over-production which would ruin the industry itself, the employers and workmen, and generally do great harm to the province and country...."

(b) An article in the Montreal Gazette of December 30th, 1937, as follows:

"EVEN OPERATIONS FOR PAPER MILLS"

"Duplessis Tells Producers to Spread Employment During Output Curtailment"

"RECEIVES DELEGATION"

"Policy would Mean Elimination of "Longs" and "Shorts" as Between Various Mills"

"According to a report from Quebec, a delegation of some twenty-five representatives of newsprint companies operating in the Province of Quebec had an interview with Premier Duplessis in Quebec City yesterday, and it is believed that the policy of the Provincial Government in regard to newsprint matters was clearly defined for the industry's guidance. No statement was issued at the close of the meeting, which lasted about two hours. The interview was originally arranged to be held a week ago, but was postponed pending completion of conferences between Premier Duplessis and Premier Hepburn of Ontario.

In regard to yesterday's meeting, while there was no indication of any kind as to the exact nature of the subject under discussion, it seems a reasonable assumption that the situation as to employment that will result from the decision of the producers to curtail output sharply in the first quarter of the year, or until such time as consumption catches up with output, was under review. It is believed to be the view of the provincial Government that employment should be evenly distributed in the various mills throughout

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the province, and this of course, would entail an even rate of operation through the industry. This policy would mean that there would be no 'longs' and 'shorts' as between the various companies to complicate matters as in the past".

(c) An article in the Montreal Gazette of May 28th, 1938 as follows:

"Queried this evening, following a sitting of the Cabinet, as to talk of cuts in newsprint prices, Premier Duplessis said:

'I am against every form of cut-throat competition, and we will do everything in our power, while respecting the rights of others, to safeguard the interests of the province.'

'Have you and Premier Hepburn reached any definite agreement on paper?' asked a reporter.

'There is no need to put any agreement on paper, for our word is good enough,' answered the Premier, laughingly, purposely misunderstanding the question which referred to newsprint.

"He said he had had a conversation with the Ontario Premier yesterday, and could only add that the two provinces would co-operate for the best interests of both provinces.

"Rumors around here were that one company was about to cut prices, which gave reason for the questioning of the Premier."

(d) An article in the Financial Post of November 12th, 1938, headed:

"ONTARIO DELIVERS ULTIMATUM TO
GREAT LAKES TO PRORATE

DEMANDS OBSERVANCE OF AGREEMENT
IN PAPER INDUSTRY- COMPANY
SAYS COMPLIANCE MEANS BREACH
OF CONTRACT

How Prorating Works

"The latest developments bring the whole prorationing scheme out into the open. At present it takes in the entire industry from coast to coast and has the strong support of the Hepburn and Duplessis Governments in Ontario and Quebec. It is

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sponsored by the Newsprint Association of Canada which was organized in 1934 when the price of newsprint had fallen to $40 a ton and mill operations to about 40% of capacity.

The basic principle is that no mill is supposed to operate at a percentage greater than the average for the industry as a whole. A mill that gets ahead is expected to transfer tonnage to one that is running behind. The scheme is supported by certain of the mills themselves, particularly those short of orders, by Ontario and Quebec Governments, by investors and banks. The provincial governments of British Columbia, New Brunswick, Nova Scotia and Manitoba have taken no active part but mills in these provinces have been party to the scheme".

(e)

A news article in the Financial Post of November 19th, 1938, headed:

"GREAT LAKES GIVES CONSENT
TO PRO-RATE

HEENAN ANNOUNCES AGREEMENT TO
ORDER IN PRINCIPLE

LIMITS UNCHANGED "

In the body of the article appears the following:

"Great Lakes Paper Co. has agreed to prorate production on the same basis as the rest of the newsprint industry, according to Hon. Peter Hennan, Minister of Lands and Forests in Ontario..... The ultimatum delivered by Ontario to the company hinted that penalties for non-compliance might be severe. The province already has power to raise stumpage dues as much as five times current rates, regulate cutting of timber and impose a fine of $1,000 a day on a company which fails to follow regulations. Imposition of any of these penalties would have made it impossible for a newsprint company to carry on successfully."

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"The provinces are determined that the form of a contract for the sale of newsprint cannot interfere with prorating of output. In some cases publishers have protested against accepting newsprint from other than their regular source of supply, but so far this matter has always been adjusted in some way. Ontario, according to Mr. Heenan, is not concerned with where newsprint contracts are obtained nor with the form of them, but does insist that actual production be evenly divided."

(f) A news item in the Montreal Gazette of June 8th, 1939, headed as follows:

"ONTARIO TO INSIST ON PRORATION BY PAPER COS.; SOME RECALCITRANT

Hon. P. Heenan Declares Great Lakes "Never Has... abided by the Agreements"-M. & O. Co. Also mentioned - P. Q. - Ontario Government Parley Likely "

Honourable Mr. Heenan is there reported as telling Canadian Dow Jones, in response to questioning, that the Government was going "to insist that these companies live up to the agreement and distribute labour as evenly and fairly as possible".

(g) A speech by the Honourable Peter Heenan to the Canadian Pulp and Paper Association, January 27th, 1939:

"We have a large number of mills in Canada and they were all required at some time, even as late as 1937, to supply the demand. Is it not fair then, when the market falls off, that the labour required should be distributed as

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equally as possible? Yet we find propagandists who do not hesitate to spread false information that in Canada we are doing this in order to keep many inefficient mills in operation; they have suggested that, if we operate only what they term efficient mills, they might get their newsprint at a lower price. Let me say here and now that there is no pro-rating of tonnage or division of labour amongst what those propagandists are pleased to call inefficent mills. All mills under this system are reported upon by eminent engineers, and their reports are not questioned by anyone but those propagandists. When you look over the various plants in Canada and compare the varying costs of wood, power and freight rates it is surprising how little difference there is in the cost of newsprint delivered from these mills.

If the market requires twenty mills to supply the demand at various times and ten mills at other times, is it unfair to distribute the labour amongst the mills until the demand again requires twenty mills, which I hope will be in the near future? By this method the producers are the only ones who suffer because, as is well known, it is more costly to operate a mill at less than full capacity, but such a scheme does not and cannot operate unfairly against the publisher.

I find upon discussing this with prominent American publishers that they agree in principle and are satisfied that we are trying to do a good job under trying conditions. It is regrettable that, from certain sources, extreme misrepresentation and propaganda emanate which tend to antagonize rather than strengthen friendly relations, particularly at this time when our statesmen are making every effort to bring democratic countries closer together. This propaganda misrepresenting the actual state of affairs in the Canadian industry has all the appearance of promoting the use of German newspring and in what country, may I ask, will you find more regimentation than in Germany today? Even amongst our producers in Canada we have some who, through selfish interests, would take advantage of this false propaganda rather than make an equal sacrifice with the rest of the industry. However, I rely upon the good judgment of the American publishers and trust they will not be misled by such propaganda."

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C138237

T-159
1939

MEMORANDUM

On August 29, 1939, Mr. Ronald Macdonnell, Third Secretary of the Canadian Legation, called and discussed with an officer of the Department the investigation of the newsprint industry being conducted by the Department of Justice. Mr. Macdonnell referred to the proposed visit to Canada of Mr. Edward P. Hodges of the Department of Justice and stated that his Government wished to confirm its understanding that the primary purpose of the visit was to look into the question of the reasonableness of Canadian newsprint prices and not to prepare the ground for court proceedings. He added that if this understanding were correct his Government would facilitate in every possible way Mr. Hodges' inquiries. Mr. Macdonnell concluded by stating that the Canadian Government hoped that the Attorney General would not feel compelled to proceed with the criminal charges against the Powell River Corporation. The substance of Mr. Macdonnell's remarks were transmitted to the Attorney General for his information and consideration and a reply has now been received stating

for copy see
M-150
V-1

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substantively as follows:

It is noted that the Secretary of the Canadian Legation has stated that his government would facilitate in every possible way the inquiries which Mr. Hodges plans to make into the newsprint industry if those inquiries do not have court proceedings in view. Mr. Hodges is now engaged on other matters which will occupy him until at least the beginning of the coming year. Consequently, he will be unable to undertake a trip to Canada until after that time. Before this trip is undertaken I will communicate with you further so that the Canadian Government may be advised whether the investigation might terminate in court proceedings.

It is noted that the Secretary of the Canadian Legation expressed the hope that further action would not be taken with respect to the Powell River Corporation. On July 12, 1939, an indictment was returned against this corporation by a federal grand jury impaneled by the United States Court for the Northern District of the State of California. The Department of Justice is bound to proceed with the trial of this charge unless the case is terminated in some other fashion.

(ANONYMOUS.)
J.C.

Department of State,
Washington, October 6, 1939.
611.426 Newsprint/72

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E.A. PICKERING TO WLMK

C 138239 P-652-2
1938

Niagara Falls
Parliament - Sessions 1938

March 29, 1938.

MEMORANDUM FOR THE PRIME MINISTER:

Attached is a telegram from the Mayor of Niagara Falls, asking to have Bill No. 15 (re Niagara Falls Observation Bridge Company) not proceeded with until the City Council "can be represented at the discussion of the Bill".

The Bill stands as Item No. 55 on today's order paper, and, in all probability, will be reached tonight. If the Mayor means that the Council wishes to be represented in the Private Bills Committee, it is, of course, too late, as the Bill has been reported from the Committee. In the event of the Bill passing the House of Commons, the Council could be represented before the Committee of the Senate, to which the Bill would be referred by that chamber.

E. A. P.

P/MP

Marginal note
P-200-N
1938

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C 138240

COPY

ONTARIO
Office of
Minister of Highways

April 2nd, 1938.

Dear Mr. King:- Re - Bill Number 15, - Niagara Falls Observation Bridge Co.

I am instructed by the Honourable the Prime Minister of Ontario to bring this matter to your personal attention.

The purpose of this Act is to obtain power to construct and operate a bridge over the Niagara River near the point formerly occupied by the bridge of the International Railway Company which collapsed a few months ago. Power is included to co-operate with an Authority created or to be created by the State of New York. This Authority will consist of a body of men one-half of whom will respectively be appointed by Canada and the United States. The bridge will be erected by the Authority from monies obtainable from a Bond Issue, the principal and interest of which will be met by tolls, and upon payment the bridge will become a public structure, free from tolls, and owned respectively by the Province of Ontario and the State of New York on either side of the boundary line. The debentures will be chargeable against the tolls only and not against the property in the structure, so that it never will come into private hands.

Within the last couple of years this has been settled as the appropriate procedure, and has been followed on two occasions and there are at present two International Bridges nearing completion at Ivey Lea through the Thousand Islands and at Sarnia. Needless to say this procedure is not of our choosing, but is prescribed by the Parliament of Canada as the only method by which public control may be exercised over International structures. When this Bill was before the Committee a letter was read from the Deputy Minister of Justice of Canada approving this method and declaring it to be unconstitutional for either the Province or the Niagara Parks Commission, a public Commission created by the Province, to directly undertake this work.

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The petitioners for the Bill are the agents of the Province of Ontario and of the Highways Department within this Province, and may I again affirm that the course followed is that required by the Parliament of Canada.

I would respectfully draw to your attention that the time has gone by for private ownership of these important structures. The proposed bridge will carry a very large proportion of American highway traffic entering Canada. It is in the highest degree in the interest of the Highway Department of this Province to control these points of entry for the purpose of giving adequate facilities and encouragement to tourist traffic entering this Province, the value of which can hardly be over-estimated. The former bridge was entirely inadequate and the proposal made by the International Railway Company's Solicitor before the Committee is almost equally inadequate to properly serve the traffic entering Ontario at this point in the opinion of the engineers of my Department and to my own certain knowledge. This structure is properly an adjunct of and belongs to the Highways Department of this Province and to no private interest whatever.

I am asking that your Government shall recognize the position of the Province in this matter and take the necessary steps to pass the Act, either as a private measure or otherwise. As I have indicated it is not a private measure except, possibly as a matter of procedure over which Parliament and not the petitioners has sole control, but I urge that the procedure adopted should not be permitted to thwart public interests in this Province.

You are quite at liberty to use this letter in any public way.

Faithfully yours,

"T. B. McQuesten"

The Right Honourable W. L. Mackenzie King, C.M.G., P.C.,
Prime Minister and President of the Privy Council,
Ottawa, Ontario

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COPY

C 138242

Ottawa, April 5, 1938.

Honourable T. B. McQuesten,
Minister of Highways,
Toronto, Ontario.

Dear Mr. McQuesten:

I wish to acknowledge your letter of April the 2nd, regarding Bill No.15, respecting the Niagara Falls Observation Bridge Company.

I fully appreciate the desire of the government of Ontario that the Bill should be enacted as promptly as possible. The measure has, as you know, been advanced through several stages in accordance with the normal procedure in matters of the kind. You are, of course, aware of the limited allotment of time available each week in the House of Commons for the consideration of Private Bills. You will also realize wherein it is impossible for the government to control discussion in Parliament. It should be pointed out, however, that such opposition as has developed has not been on the part of government supporters. Indeed, the government itself and, so far as I am aware, its supporters generally, are sympathetic to the measure, and are prepared to do whatever may be possible to facilitate its enactment.

I have brought your communication to the attention of my colleagues and, in particular, of the Minister of Transport, who, as you are aware, has been watching the progress of the Bill, and who will, if any situation develops which may

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require special consideration, bring it up for further discussion in Council.

You have indicated that the body created by this Bill is to co-operate with an Authority to be created by the State of New York. I understand it is contemplated that the New York Legislature will take this action at its session next year.

With kind regards,

Yours sincerely,

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File 189/38

235 April 6, 1938. C 98244
N.Y.

RE NIAGARA BRIDGE

The N.Y. Legislature adjourned March 19th. (N.Y. Times, March 20th.) It was a regular session and opened January 5th. (N.Y. Times, January 6th.)

The bridge bill in the N.Y. Legislature, corresponding to our Bill 15, was before the N.Y. Legislature but had not been finally passed when that body adjourned. (Montreal Gazette, March 24th.)

Unless a special session is called the next regular session will start on the first Wednesday of January 1939, in accordance with the New York constitutional provision in that regard.

Note: Mayor LaGuardia demanded that a special session of the N.Y. Legislature be called to deal with relief. (N.Y. Times, March 22nd.)

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C 138245

April 29, 1938

MEMORANDUM FOR THE PRIME MINISTER:

RE: BIll No. 15 - Niagara Falls Observation Bridge

Mr. Bennett's proposed amendment:

Mr. Bennett - When Bill No. 15, An Act to incorporate Niagara Falls Observation Bridge Company, is next under consideration in Committee of the Whole, will move the following Amendment to Section 8 thereof: - That all the words after the word river, line 39, be stricken out of the said Section.
(Votes and Proceedings, April 28, 1938)

Section 8 of the Bill, which Mr. Bennett proposes to amend, gives to the Company power to construct a bridge across the Niagara River when similar authority has been secured in the United States. It contains the following words which the amendment would strike out: "but the Company may, in the meantime, acquire the lands, submit their plans to the Governor in Council and do all things authorized by this Act."

The phrase "in the meantime" appears to mean "pending the granting of authority in the United States".

In the debate on April 29, Mr. Bennett objected to this part of Section 8 on the grounds that

(a) the concluding words "do all things authorized by this Act" contradicted the earlier stipulations of this

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Section of the Act which made the authority dependent upon the securing of the necessary powers in the United States.

Mr. Bennett's words were: "There is prohibition in one line and authority is given in another line to do everything." (Hansard, p.2474)

(b) The authority "to acquire lands" was apparently being given to create a real estate boom. Mr. Bennett said: "There is only one explanation that is feasible, only one explanation that has been suggested. Knowing as they do that they cannot build a bridge beyond the medial line of the river, the only thing left to do is to create a real estate boom." (Hansard, p.2474)

Later Mr. Bennett added: "Why is it provided that they may acquire real estate? Why? Suppose New York never gives its permission? Should they be permitted

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to buy real estate for a company
that cannot lawfully be organized...?"
(Hansard, p. 2475)

E. A. P.

EARNSCLIFFE
LINEN BOND
MADE IN CANADA

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CONFIDENTIAL

June 23, 1938.

MEMORANDUM FOR SENATOR DANDURAND:

Re: Niagara Bridge Bill

Since Bill No.15 was before the Railway Committee of the Senate on June the 8th, the press has reported that the legislation authorizing the construction of the bridge by a Niagara Falls Bridge Commission has passed through Congress and been signed by the President of the United States.

The United States legislation corresponds to the Bill before the Railway Committee.

The situation has accordingly changed entirely since June the 8th. At that time no legislation authorizing the bridge had been passed in the United States, and there were grounds for presuming that, as the New York Legislature had adjourned, no action would be taken until next year.

If Bill No.15 does not pass, there will be some substance to the charge that Parliament is obstructing the plans of the Province of Ontario and the State of New York for an essential public work.

Apparently the only ground for delaying the passage of the Bill is an effort to protect the supposed interests of the proprietors of the bridge which was destroyed.

It would appear from Section 2 of the Joint Resolution attached, as it was introduced in Congress, that the United States legislation does not contemplate injury to any legitimate private interest. As the only interest likely to be affected is that of the International Railway Co. (proprietors of the old bridge) and that Company is largely, if not entirely, owned in the United States, there would not seem to be any obligation on the Canadian Parliament to give more consideration to those interests than has been given by Congress.

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OFFICE OF THE PRIME MINISTER 138249

MEMORANDUM

Ottawa, June 24,1938

MR. PICKERING:

Re: The Niagara Bridge Bill

Mr. Larose, of the Senate Staff, reports that the consideration of this Bill was once more deferred by the Railway Committee yesterday in order to give further time for the petitioners to come to terms with the International Railway Company.

Mr. McQuesten in his submission to the Committee indicated that in the present circumstances no party existed competent to negotiate with the I.R.C. The Bill is to come up for further consideration before the Committee on Tuesday next, (June the 28th). There would appear to be nothing more that the government can do to facilitate the passage of this Bill, particularly since the opposition is evidently coming entirely from the Conservatives.

J.W.P.

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MEMORANDUM

OFFICE OF THE PRIME MINISTER

C138250 v.1

August 28th, 1939.

For Dr. Skelton:

Attached is a copy of a press statement, which has been received in this office, with Honourable T. D. Pattullo's card.

A. D. P. H.

A. D. P. HEENEY

✓ Canada-American Relations
✓ Dom.-Int. Relations - Gen.
✓ Yukon

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COPY

STATEMENT FOR PRESS

August 22nd, 1939.

With reference to aerial journey upon which he starts Wednesday morning, Premier Pattullo today stated as follows:

"I have long contemplated looking over the Mackenzie River area. The natural approach to the Mackenzie River is through British Columbia."

"I do not know what the Dominion authority may have in mind concerning the final disposition of the Northwest Territories, but I have nevertheless made request that the boundaries of British Columbia be extended north following the 120th meridian. The 120th meridian is the boundary between British Columbia and Alberta from the Fraser River north in the vicinity of McBride, B.C., and logically should be continued north. Roughly, the territory of the Mackenzie west of the 120th meridian comprises 200,000 square miles, which with Yukon, would add 400,000 square miles to our present 366,000. Now is the time to lay the foundation for the future and indeed to hasten development of these northern areas. The development of the north would mean much to the south, as well as to Canada as a whole. The district would have to import all manufactured goods and the bulk of supplies generally and would pay for these goods from the development

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of natural resources."

"The building of the British Columbia-Yukon-Alaska Highway will stimulate and accelerate development. From the thousands employed on the road, we hope to develop some prospectors. For some time, the old time prospector has been gradually passing out. Here is a great opportunity for energetic young men. We shall conduct classes in mineralogy and geology, and that valuable mines will eventually be opened up we may take as assured."

"Oil has already been discovered in the Mackenzie Valley, and I feel very sanguine that we shall also strike oil in British Columbia. We are at the present time carrying on a survey in the Peace River area. Reports are very favourable and we shall next year prosecute drilling operations."

"On the return journey from the mouth of the Mackenzie River, I shall fly over northern Yukon to Fairbanks, Alaska, returning via Dawson and following the eastern boundary of Alaska, skirting Mount St. Elias to Whitehorse, thence south."

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OFFICE OF THE PRIME MINISTER

MEMORANDUM Norway ✓ 138253 file

Consuls - General ✓

C-975-10

1939

R-100-"S"

see 1938

MR. KING:

Dr. Skelton came in this morning with Mr. Steen, Consul General of Norway, (Card attached) who is in Ottawa for the Opening of Parliament, and will remain until Saturday. Mr. Steen is anxious to have a brief interview with the Prime Minister before he returns to Montreal.

HH

January 12, 1939

Unfortunate
/c

Mr. Steen informed
13/1/39 HH

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P-300
Dup

see P-301
1937

138254

Ottawa, June 14th, 1937.

MEMORANDUM FOR THE PRIME MINISTER:

Re: Provincial Elections in Nova Scotia, June 29th, 1937.

I have been in touch with Mr. Ilsley and Mr. Lambert, both of whom expressed themselves as satisfied with the manner in which the campaign is progressing in Nova Scotia. According to Mr. Ilsley, the government is taking its stand upon its administrative record, emphasizing such achievements as the balancing of the Budget, paving of roads, Old Age Pensions, and its plans for rural electrification. Federal questions affecting Nova Scotia have had little place in the campaign, with the exception of the question of the continuance of dump duties against Cuban sugar, with its consequent effects upon Maritime shipping and the potato growers of Nova Scotia. The Halifax Herald has been attempting to make much of this question, and giving the widest possible publicity to the known opposition of certain Liberal Members in the House of Commons from Nova Scotia, who have for some time past urged the rescinding of these Customs Regulations.

Both Mr. Ilsley and Mr. Lambert feel that Mr. Macdonald's prestige has never been higher, and that he is assured of being returned in Halifax South. Mr. Lambert mentioned, however, that he would not be surprised to see the Liberals lose three to five seats, but this would still leave them with a comfortable working majority.

Mr. Ilsley is planning to go down to Nova Scotia on June the 16th, and will be there most of the time from then until the day of the elections.

R. L. F.

F/R

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C138255

Obituaries by Rt. Hon. W. L. Mackenzie King
From Nov. 27, 1931 to June 6, 1935.

1.	Buckley, John F., M.P.	House of Commons Tribute.	Feb. 5, 1932.
1.	Robitaille, Clement, M.P.	" " " "	" " "
2.	Briand, Aristide Former Premier and Foreign Minister of France.	Canadian Press despatch.	Mar. 7, "
3.	Doumer, Paul President of France.	Canadian Press despatch.	May 7, "
4.	McMillan, Thomas, M.P.	Canadian Press despatch. House of Commons Tribute.	June 7, " Oct. 7, "
5.	Haydon, Hon. Andrew Senator.	Canadian Press despatch.	Nov.10, "
6.	Bureau, Hon. Jacques Senator.	Canadian Press despatch.	Jan.23, 1933.
7.	Cormier, Maxime D., M.P.	House of Commons Tribute.	Jan.30, "
8,	Ewart, John S., K.C.	Canadian Press despatch.	Feb.21, "
9.	Anglin, Rt. Hon. F. A.	" " "	Mar. 2, "
10.	Thornton, Sir Henry W.,	" " "	Mar.14, "
11.	Oliver, Honourable Frank	" " "	Mar.31, "
12.	Cayley, T. M., M.P.	" " " House of Commons Tribute.	May 30, " Jan.25, 1934.
13.	Paradis, Hon. Philippe Senator.	Canadian Press despatch.	June 20,1933.
14.	Beique, Hon. F. L. Senator.	" " "	Sept.12, "
15.	Ryckman, Hon. E.B., M.P.	House of Commons Tribute.	Jan. 25, 1934.
16.	Forke, Hon. Robert Senator.	Canadian Press despatch.	Feb. 2, "
17.	King Albert I of Belgium.	House of Commons Tribute.	Feb. 19, "
18.	Lord Aberdeen	" " "	Mar. 8, "
19.	Lennox, Col. Herbert	" " "	May 3, "

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Obituaries by Rt. Hon. W. L. Mackenzie King

20.	Spankie, Dr. William (Frontenac-Addington)	House of Commons Tribute	May 28, 1934.
21.	Black, Hon. W. A., M.P., Cowan, Maj. W. D., M.P., Denis, Dr. J. A., M.P., Nicholson, Geo. B., M.P.	House of Commons Tribute	Jan. 18, 1935.
22.	Lavergne, Armand, M.P.	House of Commons Tribute	Mar. 5, 1935.
23.	Baldwin, W.K., ex-M.P.	Canadian Press	Apr. 20, 1935.
24.	Lewis, Hon. John	Canadian Press	May 18, 1935.
25.	Lord Byng	House of Commons Tribute	June 6, 1935.

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C138257

Mr. John F. Buckley, M.P.
Died - November 27, 1931

Mr. Clement Robitaille, M.P.
Died - January 16, 1932 (1)

Tribute
House of Commons
February 5, 1932

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C 138258

Tributes to Deceased Members
1932 Session
February 5th

Right Hon. W. L. MACKENZIE KING (Leader of the Opposition): Mr. Speaker, I thank the Prime Minister (Mr. Bennett) very warmly for having expressed to those of us on this side of the house who have lost two of our colleagues the sympathy of himself and his party. I thank him even more for the touching tributes which he has paid to the memory of our late friends, who were also friends of many in his own party.

Some lives there are which are lived so quietly, so unobtrusively, that it is not until they are taken from us that we begin to realize how considerable was the place they held in the communities from whence they came, and just what their presence meant to those who shared their accustomed environments. Such was the case with the lives of Mr. Buckley and Mr. Robitaille, each of which was brought to a close with such tragic suddenness.

Mr. Buckley was one of the youngest members of this house, having entered, as the Prime Minister has just said, at the beginning of this parliament. Having just completed his fortieth year, he was among the members who have still much of youth on their side. It is an evidence of the hazards and chances of life that, having been among the first to enlist in the Princess Patricia's Canadian Light Infantry and having served with his regiment throughout the war, Mr. Buckley should have survived the perils and vicissitudes of the great war, to meet instantaneous death within a short distance of his own home and in the constituency which some eighteen months before had honoured him with its representation in this parliament. The tragedy of his death is further emphasized by the fact, also mentioned by my right hon. friend, that his marriage had taken place only last year.

Mr. Buckley had everything before him; he had pioneered in the land of his adoption, he had risked his life in the service of his country overseas, he had obtained an enviable place in his profession, he had won for himself a seat in parliament, and had gained the happiness of a home. Though he was but a short time a member of parliament, he gave such evidence in this house of manly character and of ability that the promise of future prominence in his profession and in public life was self evident. By his death his province, this parliament, and our country have suffered loss. It is difficult indeed to understand the decrees of fate in circumstances of the kind. We can only hope and believe that somehow, somewhere:

> —that force,
> Surely, has not been left vain!

That:

> Somewhere, surely, afar,
> In the sounding labour-house vast
> of being, is practised that strength,
> Zealous, beneficent, firm!

Mr. Robitaille was a member of the same profession as Mr. Buckley. He was, however, considerably his senior in years, he had been for a much longer time a member of the bar, and was a much older member of parliament, having been in this house during the last ten years. To many of us he was a very close personal friend and we shall miss him greatly, particularly because of the quality which has been referred to by the Prime Minister, the quality of loyalty to those whom he supported in the house and to the principles and convictions which he held as a public man and which he espoused so ably. His death too was tragically sudden. Only two days before, he had been at his office, apparently in good health; he passed away almost without warning in the midst of his family circle, leaving to mourn his loss a wife and eleven children.

As has been said, Mr. Robitaille did not take an active part in debate, but he was very faithful in his attendance upon the duties of parliament, and in watching and serving the interests of the large constituency which he represented. The fact that representing, as he did, one of the most populous and important constituencies, namely that of Maisonneuve, he was returned to this parliament by very large majorities on all occasions shows the confidence and affection in which he was held by those who knew him best. All of us in this house will I am sure, as the Prime Minister has said, irrespective of party, cherish his memory. We can but say that he has honoured the name of the province from which he came, and the race which in so many ways has contributed so much of what is best to the public life of this dominion.

I join very warmly, Mr. Speaker, with the Prime Minister in expressing the hope that through you will be conveyed to those who in their homes have been so greatly bereaved, the sympathy of the entire house.

Mr. ROBERT GARDINER (Acadia): Mr. Speaker, may I be permitted on behalf of those who sit in this corner of the house to join with the Prime Minister (Mr. Bennett) and the Leader of the Opposition (Mr. Mackenzie King) in conveying our sympathy to

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C 138259

I thank the Rt. Hon. the Prime Minister for the expression of sympathy he has extended to myself and other members of the Opposition in the loss we have sustained in the recent death of two of our number. More particularly do I thank him for the tribute which, on behalf of himself and the members of his party, he has paid to the memory of each of the late members.

Some lives there are which are lived so quietly, so unobtrusively, that it is not until they are taken from us that we begin to realize how considerable was the place they filled in their respective communities, and just what their presence meant to those who shared their accustomed environments: Such was the case with the lives of Mr. Buckley and Mr. Robitaille, each of which was brought to a close with such tragic suddenness.

Mr. Buckley belonged to the number of those who have just entered parliament. ~~Being in~~ Having just completed his 40th year, he was among the number ~~of these~~ who have still much of youth on their side. He was returned for the constituency of Athabaska, Alberta in the general elections of 1930.

Mr. Buckley was among the first, at the outbreak of the war, to enlist in the Princess Patricia's Canadian

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Light Infantry, with which regiment he served in France throughout ~~its course~~ the war. What the hazards and chances of life are is seen when we reflect that Mr. Buckley should have survived the perils and vicissitudes of four years of war, only to meet instantaneous death by accident in the immediate vicinity of his own home, and in the constituency which, some 18 months before, had honoured him with its representation in parliament. Added emphasis is lent to the tragedy of his death from the fact that his marriage took place less than a year ago.

Mr. Buckley was born in the United States. of English parentage; educated in Wales and England, and came to Canada a young man.

Having risked his life in the service of his country; having pioneered in the ~~country~~ land of his adoption; having made an enviable beginning in his chosen profession and won for himself a seat in parliament; having entered upon the happiness of a home, with an ~~extraordinary~~ ever-widening circle of acquaintances and friends, he had everything before him.

Though a member of this House of Commons for but two sessions, the time was ample to reveal in Mr. Buckley a singularly strong and manly character, and the certainty of future prominence ~~in~~ his ~~chosen~~ profession ~~of the law~~ and in public life. By his death, his province, this parliament and our country has suffered loss. In circumstances of the kind, it is difficult

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to comprehend the decrees of fate! ~~With Matthew Arnold we can only exclaim:~~ We can only hope that

> "~~O strong soul, by what shore~~
> ~~Tarriest thou now? For~~ that force,
> Surely, has not been left vain!
> ~~that~~ "Somewhere, surely, afar,
> In the sounding labour-house vast
> of being, is practiced that strength,
> Zealous, beneficent, firm!"

Mr. Robitaille was a member of the same profession as Mr. Buckley. He was, however, considerably his senior in years. At the time of his death, ~~he~~ Mr. Robitaille was in his 59th year. He had been for a much longer time a member of the bar, and was a much older member of this House of Commons. His death, though less tragic in its circumstances, was almost as sudden. Two days before, he had been attending as usual to his professional duties. ~~Almost~~ Practically without warning, in the midst of the family circle, he passed away from a heart affection, leaving a widow and a family of eleven children to mourn his loss.

May I say that by all who sit on this side and who are of the Liberal party, and by no one more than myself, Mr. Robitaille's loss is very deeply felt. Having first entered parliament in 1900, and having been returned at each subsequent election, he had come to be a close personal friend to many of us. He was the essence of

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loyalty, alike in his devotion to those to whom he gave his support and to those principles and policies in which he believed, and which he so ably espoused. He represented one of the most populous, as well as most important of the constituencies in the province of Quebec, that of Maisonneuve. The huge majorities accorded him on the occasion of each electoral contest are eloquent of the place he had in the confidence and affection of his constituents. Being of a very modest and retiring disposition, ~~he~~ Mr. Robitaille did not participate to any extent in the debates of the House, but he was among the most faithful of the members in attendance upon its proceedings, and in the discharge of those duties which, in the case of one representing a large urban constituency, cannot be other than onerous.

Among those of us who knew him best, he has left a memory which will always be cherished, and to his country a name that will be remembered among the sons of Old Canada who have done ^her honour ~~to her name~~, and ^honour to the race which, in so many ways, has contributed so much of what is best in our public life.

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I join with the Prime Minister, Mr. Speaker, in saying that to Mrs. Buckley and to Mrs. Robitaille and the members of her family who have been so greatly bereaved, the members of this House will be grateful to have conveyed through you an expression of their profound sympathy.

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C138264

2.

Aristide Briand

March 7, 1932 (2)

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C 138265

The Ottawa Citizen
March 8, 1932.

Say Passing Of Briand Loss To World at Large

Rt. Hon. W. L. Mackenzie King and Hon. E. Lapointe Pay Tribute to Late French Statesman.

Expressing his keen, personal regret at the death of Aristide Briand, former premier and foreign minister of France, Rt. Hon. W. L. Mackenzie King, Liberal leader, last night declared that the world had lost "one of its greatest citizens." Mr. King said that he felt the loss in a very personal way because he had come to know Mr. Briand well at meetings of the League of Nations, and on the occasion of the signing of the Briand-Kellogg Peace Pact. The loss was a very great one, not only to those who knew Mr. Briand but to the world at large.

INTERNATIONAL LOSS

(Canadian Press.)

QUEBEC, Que., March 7. — The death of Aristide Briand, former French premier, foreign minister and apostle of peace, "will be mourned in all countries, even by France's antagonists during the Great War," said Hon. Ernest Lapointe, former Liberal minister of justice, here tonight.

Mr. Lapointe made the following statement: "I have had the privilege of knowing M. Briand at Paris and at Geneva. If the greatness of eloquence is to be measured by the impression left upon the hearers or the forceful expression of convictions, then M. Briand is perhaps the greatest orator, it has been my lot to hear. He employed the last years of his life in spreading the doctrine of world peace and was one of the most influential workers in international friendship. Locarno and the Briand-Kellogg Pact are, in a large measure, the result of his efforts. He will undoubtedly be mourned in all countries, even by France's antagonists during the Great War."

As Canadian delegate to several assemblies of the League of Nations, Mr. Lapointe had occasion to become acquainted with Aristide Briand.

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C 138266

The Ottawa Citizen
March 8, 1932

World Capitals Pay Tribute To Peace Apostle

Late Aristide Briand Universally Praised By Men In Public Life as Tireless Worker For Humanity.

The capitals of the world were quick to pay tribute yesterday to Aristide Briand, the man, and his untiring work for world peace.

And men in public life universally praised him as a tireless worker for humanity.

These are some of the reactions to his death.

Geneva—The League of Nations grieved the death of its favorite son—Briand. Leaders in international life, here for the World Arms Conference and the extraordinary session of the League assembly publicly and privately voiced profound sorrow at the loss of the "Man of Peace"

The work of Briand during the past twelve years here has become a tradition of Geneva, in fact he and Geneva had become almost synonymous.

Arthur Henderson, president of the World Disarmament Conference, said Briand's death was a grievous blow to world peace.

Great Patriot.

"Briand brought to his international work the finest flower of French genius," Mr. Henderson said. "He was a great patriot, but to patriotism he added the breadth of spirit and the power of comprehending the views of others that have been traditions whereby the League will live."

Paul Hymans of Belgium, described the French statesman as "a splendid incarnation of the idea of peace and the rapprochement of peoples. He was a splendid artisan of the work of the League. We loved him and admired him. He was one of the glories of France and his name was linked up with the most noble of human ideals."

When M. Hymans announced the death of Briand all the delegates to the League assembly, the men in the press box, and the spectators in the galleries rose spontaneously to their feet.

The assembly was suspended 15 minutes.

London—The House of Commons cheered a tribute to Aristide Briand today by Sir Austen Chamberlain, the man who was Great Britain's foreign minister when the Treaty of Locarno was signed in 1925.

Advocating a strong British navy, Mr. Chamberlain said the cause of peace needs new friends to take the place of those who have passed away.

"Even in the middle of this debate I heard of the passing of M. Briand," said Mr. Chamberlain. "No man was a more devoted friend and no man served the cause of peace more loyally.

"We who survive him may find encouragement and stimulus to continue his efforts by following his example."

Berlin—The death of Aristide Briand came as a shock to official Germany, and it was feared an era of French nationalism with inevitable repercussions in Germany might follow.

It was recalled here that Briand and the late Gustave Stresemann maintained the most cordial of relations, and trusted each other implicitly, despite their often unpleasant but necessary negotiations.

Washington—Official Washington was shocked and saddened by the death of Aristide Briand from President Hoover on through the ranks of statesmen in the Capital.

Their reaction to his death was typified in Secretary of State Henry L. Stimson's cable of sympathy to the premier of France, Andre Tardieu.

"His tireless, humanitarian efforts toward peace and his achievements will stand as a monument to his memory. . . ." the cablegram read.

Among the tributes to M. Briand were these:

King George—"The labors of Briand in the cause of peace and good-will among nations will ever be held and honored in grateful remembrance."

Premier Benito Mussolini of Italy—"I knew him at Locarno and considered him a remarkable statesman." The Italian embassy at Paris was instructed to present the premier's and foreign minister's (Dino Grandi) and the government's condolences to the French government and Signor Grandi sent a personal message to M. Tardieu.

Winston S. Churchill—"I can only express the deepest personal public regret at the death of the great leader."

Wolfgang Stresemann, son of the late statesman, Gustave Stresemann—"There is deep tragedy in his death at this particular time, for he died without being able to see a demonstration of the correctness of his thesis of international conciliation."

Walter E. Edge, United States ambassador to France—"The world has lost the unselfish services of one of the most conspicuous advocates of world peace and understanding. He never seemed to know disagreement."

Sir John Simon, British foreign secretary—"Few statesmen of our time won themselves so noble a place in the history of mankind—alike by love and devoted service to his own country and wholehearted work for the cause of peace and international friendship. At this difficult moment in the League of Nations history we can pay no better tribute than by doing our utmost toward cherishing the great institution to which he devoted so much enthusiasm in its building."

David Lloyd George, former premier of Great Britain—"His death following so soon after that of Herr Stresemann is a serious loss to the cause of appeasement in Europe."

Chancellor Henrich Bruening of Germany—"His name is bound with the endeavors for a Franco-German rapprochement and will continue to live in this spirit. The German people acknowledge at this man's bier that he was serving his fatherland with indefatigable loyalty and at the same time was an upright, sincere servant of the idea of peace."

VATICAN IMPRESSED.

(Associated Press)

VATICAN CITY, Mar. 7. — The death of Aristide Briand has profoundly impressed the Vatican. His prominence in matters affecting the church and state especially was recalled by officials.

Although Briand never had been in the Vatican he was regarded as chiefly responsible for the break in Franco-Vatican relations in 1906 and for the reconciliation after the war.

After relations were renewed through him, Briand further strengthened the friendship through the law in France which established the status of the church in the country.

Cardinal Gasparri, who as secretary extraordinary for ecclesiastical affairs, dealt directly with Briand during the peacemaking negotiations, esteemed him highly although generally Vatican circles considered he was guided in his dealings with the church primarily by political requirements.

It was Briand who presented a bill in the French parliament for separation of church and state which led to the rupture of diplomatic relations in 1905.

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C 138267

3.

M. Paul Doumer

President of the Republic of France

Died - May 7, 1932

Tribute
House of Commons
May 9, 1932

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PRESS CLIPPINGS

C 138268
Office of
The Leader of the Opposition

Name of Publication Unrevised Hansard - p. 2942

Date May 9, 1932 (Expression of Sympahty with the Republic of France)

Subject The Late President Doumer

Right Hon. W. L. MACKENZIE KING (Leader of the Opposition): Mr. Speaker, on behalf of the opposition I should like to join warmly, with the Prime Minister in what he has just expressed of appreciation of the character and high attainments of the late President of the French republic, and of the great personal and family sacrifices made by him; and also in what the Prime Minister has said on behalf of the government and people of Canada to the government and people of France by way of sympathy in their great national bereavement. The crime to which reference has been made has shocked the entire world, but I think we can honestly say that in no portion of the globe has that crime served to bring forth a truer expression of sorrow or more genuine sympathy than in this country, which in addition to bonds of friendship is united so strongly by ties of race and language to the Republic of France.

Mr. ROBERT GARDINER (Acadia): On behalf of the group in this corner of the house may I be permitted to join with the Prime Minister and the leader of the opposition in expressing to the people of France, our sorrow in their great loss.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 198, pages C138036-C138367)

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CANADA

138269
Office of
The Leader of the Opposition

PRESS CLIPPINGS

Name of Publication Unrevised Hansard - page 2941

Date May 9, 1932

Subject

THE LATE PRESIDENT DOUMER

EXPRESSION OF SYMPATHY WITH THE REPUBLIC OF FRANCE

Right Hon. R. B. BENNETT (Prime Minister): Mr. Speaker, I am sure the house will agree that it is altogether fitting that before we engage in the business of the day we should pause to express our very sincere and heartfelt sympathy with the Republic of France—a great and friendly power from whose shores the ancestors of so many Canadians sailed centuries ago—in the loss of a well-beloved president, Mr. Paul Doumer, who so tragically met his death by the bullet of an assassion.

President Doumer had celebrated his seventy-fifth birthday and was beloved and revered by all the citizens of the republic. It was, therefore, through no animosity to the man or to revenge a personal grievance that the assassin destroyed so precious a life; nor does it appear to have been the result of a plot planned by an organization to take the life of a great public servant. It was apparently the act of one who in brooding loneliness conceived the idea of assassinating the head of the state and thereby creating confusion and distrust from which he hoped benefit would accrue to his own country. In view of the repercussions of the act of an assassin in Serbia in June, 1914, one can readily understand the reasons why such hopes might be entertained.

President Doumer had a varied and successful career. He was the architect of his own fortunes and had risen from humble beginnings to become the chief citizen of the republic by the sheer force of his ability and character. In the world of business as well as politics he achieved success without the aid of any of those adventitious circumstances to which public men in the older countries are so frequently indebted. His rise in public esteem was not meteoric. He served in the chamber of deputies, of which he ultimately became the president. He was Governor General of Indo-China for five years, and added to his reputation by the wisdom and prudence of his administration. He was twice Minister of Finance. During the war four of his sons gave their lives for their country. He was elected to the Senate, and it was while president of that body that he was chosen to be the chief executive of the French republic. Although but a short period president, his charm of manner, the benevolence of old age, the sorrow he had endured, and his simple, exact life and democratic conduct of the great office which he held secured for him the affectionate regard of the French people. A lover of peace, a devoted friend and benefactor of those who had survived the conflict of the Great War, as I have said, he was beloved as a man of the people who interpreted to them the genius of his race.

Canadians of all races and creeds, mindful of the ties of sentiment, both ancient and recent, that connect the national life of our dominion with that of the Republic of France, will sorrow with their citizens in the loss of the distinguished head of their nation, and extend to them the sincere sympathy that springs from long and devoted friendship.

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CANADA

138270 May 7/32
Winnipeg Free Press

The Death of President Doumer

While the aged President Paul Doumer of France was kindly assisting needy authors by attending the inauguration of a "book week" for them, he was shot yesterday by a Russian. At first it was thought that the assassin's bullets would not prove fatal. A blood transfusion gave hopes of recovery. But later, as the President gradually sank into a state of coma, it became apparent that death was approaching. The end came peacefully in the early hours of the morning.

Monsieur Doumer spent many years of his life in the service of his country, formerly as one of her most prudent colonial administrators, and in later life as one of her sagacious parliamentarians. He was considered almost too old when elected President, but by his kindly nature, by his very age, and perhaps more especially because he lost four sons in the Great War, he gradually won an affection that now is turned into sorrow.

Next week Monsieur Doumer was to go to Albert, and to reopen the schools and town hall and attend the religious ceremony in connection with the opening of the new basilica which replaces the shattered one from which depended the "Leaning Virgin," up to whom so many thousands of Canadians looked as they plodded through Albert into the Somme country.

The very age which helped endear President Doumer to his countrymen mitigated against his chances of recovery. In his death, France loses one whose sagacity and experience and counsel were never more sorely needed. Tolerance and foresight are of vital importance in these days of peril, and they were characteristics of Paul Doumer. Citizens of France lament his untimely death, and the world pays honorable tribute to a great statesman.

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PRESS CLIPPINGS C 138271 Office of The Leader of the Opposition

Name of Publication The Toronto Globe

Date May 7, 1932

Subject

The Toronto Globe,
May 7, 1932

THE WEATHER

Probabilities: Fresh east and southeast winds, with occasional rain; local thunderstorms. Sunday: Still unsettled, with rain.

Sun rises at 5.02 a.m. and sets at 7.27 p.m. (Standard Time)

24 PAGES

This pamphlet bore the emblem of the Neo-Bolshevist Party—two sickles surmounted by a pine tree and a death's head. Police alleged this party was affiliated with the Third International, which used its members as agents provocateurs.

Investigators said they had established that at one time Gorgulov carried a membership card in the Communist Party.

NINE ARE WOUNDED IN CHICAGO RIOTING

Police Turn Machine Guns on Crowd in Melrose Park

(Associated Press Despatch.)

Chicago, May 6.—An attempted protest parade, aftermath of a May Day disturbance in Melrose Park, western suburb, today ended with the wounding of nine participants by police-directed machine-gun-fire.

None of the wounded is in a serious condition, all being shot in the legs. The officers seized several of the demonstrators and dispersed the rest.

Many others were slightly hurt during the brief battle in the suburb's main business district.

"France always helped bolshevism; all Europe is against my mother country," was his reply.

It was assumed he objected to the refusal of France to intervene during the Communist Revolution in Russia in 1918.

Records disclosed that the man had been twice expelled from France for practicing medicine without a license.

Back at the Beaujon Hospital, nine surgeons gathered in the operating room to examine their noted patient, who had become unconscious almost immediately.

Shot in Head.

Quickly they ordered blood transfusions and tied all the arteries they could reach. They discovered that the President had been shot twice, once through the base of the brain, the wound penetrating the lower face and causing severe shock, together with the loss of much blood. The other wound lay just below the shoulder blade and was not so serious.

When the physicians, directed by Professor Gosset, one of the foremost surgeons of France, called for blood, a woman and a butler from a nearby residence responded immediately. Three transfusions were performed at once.

By that time distinguished persons were arriving at the hospital by the dozens. Premier Andre Tardieu was among the first.

Wife Hurries to Hospital.

The President's wife was taken hastily to his bedside. She was told that the commanding factors in the President's chance to live were his

Despatches from outlying cities indicated that never had France been similarly affected since President Carnot was stabbed to death in 1894 at Lyons.

President Doumer has always dispensed with his attendants wherever possible, and only at the insistence of

(Continued on Page 2, Column 2.)

EAST WINDSOR BOMB MAY CAUSE DEATH

House Wrecked and Wife of Inmate Seriously Hurt

(Canadian Press Despatch.)

Windsor, May 7. — (Saturday.) — A bomb early today damaged the home of Alex. Romaniw in East Windsor and inflicted injuries on his 21-year-old wife which were expected to cause her death.

The bomb, placed under the residence at 306 Cadillac Street, tore through two floors of the house and pierced the bed on which the couple were sleeping. The husband was not injured.

HIGH-HAT SCOTS HAWKER SCORNS LOWLY TINKER

...ling Is Strong in Slum Dis—Invitation to Party

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C138272

4.

Mr. Thomas McMillan, M.P.
Died - June 7, 1932

(4)

Tribute
Released to the
Canadian Press
June 7,
1932.

Tribute - House of Commons
October 7, 1932

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PRESS CLIPPINGS

C 138273 Opposition

Name of Publication ..... The Ottawa Journal .....

Date ..... June 8, 1932 .....

Subject ..... Tribute to Thomas McMillan .....

Toronto Globe
June 8 — 32

CRUSHED BY COLT, SOUTH HURON M.P. DIES AT CLINTON

Thomas McMillan, Outstanding Parliamentary Liberal, Passes

KING'S HIGH TRIBUTE

(Canadian Press Despatches.)

Stratford, June 7. — From injuries received when he was crushed by a colt, Thomas McMillan, M.P., South Huron, died in Clinton Hospital today. An operation performed late yesterday failed to bring relief.

He was one of the best-known men in the county, and his death brings to a close a life of service to his township, county and the country as a whole.

Tragedy has played no little part in the history of the McMillan family. Upward of twenty years ago a son was killed in a runaway accident, and a year ago his only remaining son was found dead in bed.

Huron County Native.

Thomas McMillan was born in the Township of Hullett, County of Huron, on March 18, 1864, and his leanings toward public life came naturally, as his father, John McMillan, also represented Huron County in the Federal House. His mother was Janet McMichael.

When he left school, Mr. McMillan became a farmer, and there were few things connected with that industry with which he was not familiar. He gained wide notice through his contributions to agricultural journals and as a lecturer at farmers' institute gatherings throughout the Province and Dominion. For a number of years he served Hullett Township as Councillor and Reeve.

Mr. McMillan first entered politics in 1917, when he was defeated in the general election. He met the same fate in 1921. In the 1925 election, however, he was again the Liberal candidate, and this time emerged sue-

Voices Tribute To T. McMillan

Rt. Hon. W. L. M. King Regrets Great Loss to Liberal Party.

"The death of Thomas McMillan," said Rt. Hon. Mackenzie King, leader of the Liberal Party, "means to me not only the loss of a most loyal and devoted supporter, but one who for years has been the closest and most intimate of friends."

Mr. McMillan, Liberal member of Parliament for South Huron, died yesterday in Stratford Hospital as the result of injuries received Monday when he was crushed by a horse at his farm.

"In the passing of Mr. McMillan," added Mr. King, "our country loses one of the best of its representatives in the House of Commons. There is not a member of Parliament who shared Mr. McMillan's acquaintance however slightly but will experience a feeling of personal sorrow in learning of his sudden and tragic death. To the Liberal party and its causes his loss will be irreparable.

"Mr. McMillan, like his father before him, was an ardent advocate of the rights of the people and particularly those of the rural population with whose pursuits his life was so closely identified. He was a man possessed of deep conviction and of the highest integrity. In his daily conduct and his public utterances these qualities were ever present. For the right as he saw it, if the occasion demanded, no sacrifice was too great. He was the soul of honor in his personal and public relations, and fidelity was with him a watchword in the discharge of his public duties.

"In other lands and at other times Mr. McMillan's name would have found its place on the honor roll of those sturdy yeomen who are the bulwark of a country's freedom. It might, as readily, in any Christian cause, have found its place upon the roll of martyrdom. In the happier age and land in which he lived, he was an example to his day and generation of those qualities of manhood which are bred of loyalty to the homely virtues and which find their expression in the highest loyalties to friend and cause and to church and state."

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Ottawa Journal, June 7, 1932

C 138274

Crushed by Horse South Huron M.P. Dies of Injuries

Thomas McMillan, of South Huron, Prominently Known M.P., Passes in Hospital.

Canadian Press by Direct Wire.

STRATFORD, Ont., June 7.—From injuries received when he was crushed by a colt, Thomas McMillan, M.P., South Huron, died in Clinton Hospital today. An operation performed late yesterday failed to bring relief.

He was one of the best-known men in the county, and his death brings to a close a life of service to his township, county and the country as a whole.

Tragedy played no little part in the history of the McMillan family. Upwards of 20 years ago a son was killed in a runaway accident and a year ago his only remaining son was found dead in bed.

News of Mr. McMillan's death was received with deep regret in the Capital today. He was a picturesque figure in the House of Commons, being heard frequently in the debates, and his remarks were generally of a lively nature. A Liberal of the old school he was a pronounced low tariff man.

The late member for South Huron was first elected to Parliament in 1925 and was subsequently re-elected in the 1926 and 1930 general elections. His father, the late John McMillan, was Liberal Member of Parliament for North Huron from 1882 to 1900.

The death of Thomas McMillan creates the third vacancy in the House of Commons. Two byelections—one in Maisonneuve and the other in Royal, N.B., are taking place this month.

Mr. McMillan was one of Western Ontario's best known farmers. A Liberal in politics he was first elected to the House of Commons in 1925, and re-elected in the general elections of 1926 and 1930. Born March 18, 1864, of Scotch parentage, in Hullett Township, Huron County, he received a public school education. He was married in 1891 to Mary W. McLean, and there are two children, William and Margaret. Mr. McMillan was a lecturer at farmers' institutes throughout Ontario and other provinces and was a contributor to various agricultural publications. He was councillor and reeve of Hullett Township for many years.

Montreal Gazette, July 8, 1932

T. McMILLAN, M.P., DIES FROM INJURIES RECEIVED ON FARM

South Huron Representative Was Crushed by Horse—Well-known Farmer

LIBERAL IN POLITICS

First Sent to Commons in 1925 and Re-elected in 1926 and 1930—Born March 18, 1864

(By The Canadian Press.)

Stratford, Ont., June 7.—Thomas McMillan, M.P. for South Huron, died in Clinton Hospital today from injuries received late yesterday when he was crushed by a horse in the stable at his farm.

Mr. McMillan was one of western Ontario's best known farmers. A Liberal in politics, he was first elected to the House of Commons in 1925 and re-elected in the general elections of 1926 and 1930. Born March 18, 1864, of Scotch parentage, in Hullett township, Huron county, he received a public school education. He was married in 1891 to Mary W. McLean, and there are two children, William and Margaret. Mr. McMillan was a lecturer at Farmers' Institutes throughout Ontario and other provinces and was a contributor to various agricultural publications. He was councillor and reeve of Hullett township for many years.

Was Picturesque Member

Ottawa, June 7.—The House of Commons lost one of its most picturesque figures in the death of Thomas McMillan, Liberal member for Huron South since 1925. As the flag went to half mast Parliament Hill received the news with general regret, for this kindly man had many friends there and perhaps no enemies at all.

In many respects Mr. McMillan was a very effective debater. He was emphatic in his declarations and he nailed them down with a sweep of his arms that impressed his hearers. In his speeches in the House he would swing with ease and naturalness from intense seriousness to subtle humor or bright wit. He frequently had the Chamber rocking with laughter.

Tall and lean, Mr. McMillan had deep-set eyes that one moment seemed about to well into tears as he pictured the pathetic plight of the farmers of his province due to the "iniquitous policies of the present Government." Then his eyes would twinkle as he played upon his opponents with kindly humor.

Although born in Huron county, Mr. McMillan recited the poems of his beloved "Bobbie Burns" with an accent that left nothing to be desired. In one of his last speeches in the Commons he attacked the so-called "blank cheque" legislation of the Government as an infringement of the liberty of Parliament and people. He summoned to his aid verse after verse from Scotland's bard to emphasize how jealously such liberty should be guarded.

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C 138275

"The death of Mr. Thomas McMillan", said Mr. Mackenzie King, the Leader of the Liberal Party, "means to me not only the loss of a most loyal and devoted supporter, but of one who for years has been the closest and most intimate of friends." Speaking of his death Mr. King said: "In the passing of Mr. Thomas McMillan our country loses one of the best of its representatives in the House of Commons. There is not a Member of Parliament who shared Mr. McMillan's acquaintance however slightly but will experience a feeling of personal sorrow in learning of his sudden and tragic death. To the Liberal Party and its causes his loss will be irreparable.

Mr. McMillan, like his father before him, was an ardent advocate of the rights of the people and particularly those of the rural population with whose pursuits his life was so closely identified. He was a man possessed of deep conviction and of the highest integrity. In his daily conduct and his public utterances these qualities were ever present. For the right as he saw it, if the occasion demanded, no sacrifice was too great. He was the soul of honour in his personal and public relations, and fidelity was with him a watchword in the discharge of his public duties.

In other lands and at other times Mr. McMillan's name would have found its place on the honour roll of those sturdy yeomen

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C 138276

who are the bulwark of a country's freedom. It might, as readily, in any Christian cause, have found its place upon the roll of martyrdom. In the happier age and land in which he lived he was an example to his day and generation of those qualities of manhood which are bred of loyalty to the homely virtues and which find their expression in the highest loyalties to friend and cause and to church and state.

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C138279

House of Commons
October 7, 1932

Thanks for Tribute -
Sense of Personal Loss.

I thank the Right Honourable the Prime Minister for the tribute which he has paid to the memory of the late Thomas McMillan, a greatly respected Member of this House of Commons, and one deeply beloved by those who knew him best. By ~~nearly~~ all in this chamber Mr. McMillan's presence will be greatly missed, as we continue the sessions of the present parliament. ~~All~~ who sit on this side will experience a sense of deep personal loss, but no one more than myself. No ~~party~~ leader ever had a more loyal supporter, or a more devoted personal friend.

Loss to Parliament and Canada -
Life a Link with the Past.

In many particulars, Mr. McMillan's death means much in the way of loss to this parliament and to Canada. Both in parliament and in the country his life was a link with the past. At the time of his death, Mr. McMillan was living on the farm which his father, some ninety years before ~~him~~, had literally hewed out of the forests and cleared and fenced with his own hands. He was, at the time of his death, the representative of South Huron, the constituency which his

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C 138280

father before him had ~~also~~ for many years represented in this House of Commons. If, in our country, there is one class above another to whom honour is due, and whose memory we should hold in reverence, it is the pioneers, in settlement and in government, of early days. In his life's activities and associations, Mr. McMillan's presence was a constant reminder of this debt which the Present owes to the Past. He carried on and exemplified many splendid traditions, of the early pioneers life and work.

Interest in Agriculture and Public Affairs - Councillor - Reeve - M.P.

At the time of his death in Huron County - on the 7th of June last, Mr. McMillan was approaching the allotted three score years and ten, being in his sixty-ninth year. Having started life on his father's farm, he soon began to follow in his father's example in various pursuits. Long before he entered parliament, he became interested in the problems of agriculture, and as a practicaly farmer, and one who was gifted in speaking on agricultural subjects, did what he could to further the interests of agriculture in our Dominion. His sympathies, however, were not restricted to the interests of any one class. He was essentially a man of the people, whose highest concern was with their well-being. It was this interest,

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inherited and fostered by parental example, which caused him to devote much of his time to municipal affairs, and to serve his township as Councillor and Reeve before being honoured by nomination as a candidate for parliament. He was unsuccessful in his first two political contests, those of 1917 and 1921. In the three succeeding general elections, those of 1925, 1926, and 1930, he was returned as the Member of the County in which he was born and had continued to live.

Personal Qualities and Characteristics as a Member.

To his parliamentary duties Mr. McMillan brought personal qualities and attainments of a high order. He was a man of ~~the highest~~ integrity and ~~of~~ deep convictions, and ~~both~~ these qualities were easily discernable in all that he did and said. He was ardent in the advocacy of every measure which he believed to be for the good of his fellow-men. His political opponents might not agree with his views, but no one would ever have questioned the sincerity of his motives. In his personal and public relations he was the soul of honour, and fidelity was with him a watchword in the discharge of his public duties.

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CANADA

C138282

Zeal for the Right.

For the right, as Mr. McMillan saw it, no sacrifice was too great, if the occasion demanded. In other lands, and at other times, his name would have found its place on the roll of honour of those sturdy yeomen who are the bulwark of their country's freedom. It might, as readily, in any Christian cause, have found its place upon some roll of martyrdom. In the happier age and land in which he lived, he was an example, to his day and generation, of those qualities of manhood which are bred of loyalty to the homely virtues; and which find their expression in the highest loyalties to friend and cause, and to church and state. These are qualities which make greatly for the vigour, the strength and the enrichment of our public life; and Canada today is the better for Mr. McMillan's life, his work, and his example.

Sympathy with Miss McMillan.

Mr. McMillan's death removed the last member, save one, of the family of five - a father, mother, two sons and one daughter - which, but six years ago, were members of one household on the McMillan farm. To Miss Margaret McMillan, the sole survivor, still young in years, and thus so greatly bereaved, this House will extend the fullest measure of its sympathy.

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C138283

Honourable Andrew Haydon, M.A., LL.B.,
Senator.

Died - Nov. 10, 1932

Tribute
Released to the
Canadian Press,
Nov. 10, 1932.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PRESS CLIPPINGS

138284

Name of Publication.....The Evening Citizen.....

Date.....November 11, 1933.....

Subject.....

Mr. King In Warm Tribute to Late Senator Haydon

"Exemplified to Rare Degree Aristotelian Maxim That Every Man Was Born to Be a Citizen."

The following tribute to the memory of the late Hon. Andrew Haydon was paid last evening by Rt. Hon. W. L. Mackenzie King:

"For nearly two years Senator Haydon's heart condition was such that his medical advisers were of the opinion that the end might come at any moment. Through most of the past year his physical suffering was very great. The word of his death at an early hour this morning came, therefore, as no surprise to his intimate friends; rather did they feel that it was a kindly Providence which had relieved him of further martyrdom. The fortitude and patient endurance with which, throughout his long illness, Senator Haydon bore his physical suffering, was in accord with his retiring nature and uncomplaining disposition, and was evidence of a strength of character and a faith which enabled him to bear without resentment, and with rare Christian charity, all that he was called upon to suffer in other ways.

"Senator Haydon's life's interests were many and varied. They were closely associated with the activities of his chosen profession, of the university of which he was a distinguished graduate, of the church of which he was a devoted member, and of the city in which he lived, as well as with affairs of state. To the service of one and all he brought a devotion which was continuous, generous and unselfish. To a rare degree he exemplified the Aristotelian maxim that every man is born to be a citizen.

"During the many years in which he practised his profession and was actively interested in public affairs, Senator Haydon enjoyed in exceptional measure the confidence of all with whom he was associated. He had friends in every walk of life, and towards all he was loyalty itself. That he was held in the highest esteem by those with whom he was most closely associated and, without exception, beloved as well as honored by those who knew him best, is only too apparent from the many tributes which today are being paid his memory. A higher tribute could not, perhaps, be paid the memory of any man. It is, at all events, the one which to Senator Haydon himself would have meant more than all else."

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C138285

The Late Honourable Andrew Haydon

For nearly two years Senator Haydon's heart condition ~~has been~~ was such that his medical advisers were of the opinion that the end might come at any moment. Through most of the past year his physical suffering ~~has been~~ was very great. The word of his death at an early hour this morning came, therefore, as no surpise to his intimate friends; rather did they feel that it was a kindly Providence which had relieved him of further martyrdom. The fortitude and patient endurance with which, throughout his long illness, Senator Haydon bore his physical suffering, was in accord with his retiring nature and uncomplaining disposition, and was evidence of a strength of character and a faith which enabled him to bear without resentment, and with rare Christian charity, all that he was called upon to suffer in other ways.

Senator Haydon's life's interests were many and varied. They were closely associated with the activities of his chosen profession, of the university of which he was a distinguished graduate, of the church of which he was a devoted member, and of the city in which he lived, as well as with affairs of State. To the service of one and all he brought a devotion which was continuous, generous and unselfish. To a rare degree he exemplified the Aristotelian maxim that every man is born to be a citizen.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 198, pages C138036-C138367)

PUBLIC ARCHIVES
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CANADA

C138286

During the many years in which he practiced his profession and was actively interested in public affairs, Senator Haydon enjoyed in exceptional measure the confidence of all with whom he was associated. He had friends in every walk of life, and towards all he was loyalty itself. That he was held in the highest esteem by those with whom he was most closely associated and, without exception, beloved as well as honored by those who knew him best, is only too apparent from the many tributes which today are being paid his memory. A higher tribute could not, perhaps, be paid the memory of any man. It is, at all events, the one which to Senator Haydon himself would have meant more than all else.

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C 138287

The Late Honourable Andrew Haydon

Resolution of Liberal Members of Parliament

Moved by Right Honourable W. L. Mackenzie King

Seconded by Honourable Ernest Lapointe

"That,

Liberal Members of the House of Commons and of the Senate, assembled in party caucus, desire to record their sense of the irreparable loss which the Liberal party in Canada has sustained in the death of Senator Andrew Haydon, and their profound appreciation of Senator Haydon's services to the cause of Liberalism during the many years in which he participated in public affairs.

The late Andrew Haydon was responsible, in no inconsiderable measure, for the organization of the National Liberal Convention of 1919, and to him, as Secretary of the Convention, was largely due the success which attended the proceedings of that great gathering. From the time of the Convention onwards, until prevented through illness from further participation in politics, he continued to devote his abilities and energies to the direction and supervision of the work of party organization. This he did in the most unassuming and disinterested manner, and at great personal

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C138288

sacrifice, alike of time, of means, and of health itself. He was ever ready to set aside his own engagements, however pressing, to respond to any call which might be made upon him in the name of the party, and personally to assume, on behalf of the party, the most onerous of obligations.

Since the Convention of 1919, no member of the Liberal party in Canada enjoyed in fuller measure the confidence of its members generally, and of its leaders in particular, than Andrew Haydon. To the extent of the opportunities afforded he had, at an earlier date, enjoyed a like confidence on the part of the Right Honourable Sir Wilfrid Laurier. In all that pertained to the party's affairs, his counsel and advice were widely sought, and as generously accorded. We who were his immediate and intimate associates know with what loyalty and fidelity he honoured the confidence thus enjoyed, and with what fine integrity he discharged every party trust. We know, too, the affection, as well as admiration, which his sterling character and truly lovable nature inspired; affection and admiration which from political opponents as well as personal friends have found such general expression in the many tributes which, within the past few days, have been paid his memory.

The Venerable Archdeacon Snowdon, who conducted in part the funeral service held at St. George's Anglican Church on

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C 138289

Saturday last, referring to an acquaintance of forty years with Andrew Haydon, and to a friendship which, he said, enabled him to know Senator Haydon as intimately as it is possible for one man to know another, spoke of our late colleague in the following terms: 'As a result of that long and intimate acquaintance, I came to regard him as one of the most honourable, upright, generous and, withal, one of the most lovable men I have ever known.' Such was the tribute paid Senator Haydon's services to the Church of which he was a devoted member by one long high in authority in its Councils. Such is the tribute with which we, who were most closely associated with him in the affairs of State, also desire to associate our names.

"That, a copy of this resolution be communicated by the Chairman to Mrs. Andrew Haydon and to her son, Mr. A. Scott Haydon, with the expression of our deepest sympathy in their bereavement."

The foregoing resolution was adopted unanimously by standing vote of Liberal Members of both Houses of Parliament assembled this day, November 16, 1932.

Chairman

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PUBLIC ARCHIVES
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C 138290

Honourable Jacques Bureau, K.C. LL.B.
Senator

Died - January 23, 1933

Tribute
Released to the
Canadian Press,
January 23, 1933
11.00 pm.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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PUBLIC ARCHIVES
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CANADA

PRESS CLIPPINGS

C138291 Office of the Leader of the Opposition

Name of Publication The Ottawa Citizen

Date January 24, 1933

Subject

Tribute Paid Late Senator J. Bureau By Liberal Chief

By Friends and Country His Death Will Be Widely Mourned Says Rt. Hon. Mackenzie King

Rt. Hon. Mackenzie King was advised of Hon. Senator Jacques Bureau's death almost immediately after it occurred yesterday. As it was only on Saturday last that Mr. King had replied to a communication received the day before from the Senator, he expressed himself as not a little shocked at the very sudden passing of one who had been a former colleague and with whom, over a great many years, he had enjoyed a close friendship. In the course of the evening, Mr. Mackenzie King gave the following statement to The Citizen :

"By the Hon. Senator Bureau's death the Parliament of Canada has lost one of its best known and most popular figures. For thirty-two consecutive years Senator Bureau was a member of one House or the other. For twenty-five years, he sat in the House of Commons, and for over seven years in the Senate. From 1907 to 1911 he was solicitor general in the administra- solicitor of Sir Wilfrid Laurier, and from 1921 to 1925 minister of customs and excise in the late administration. Senator Bureau was thus one of the few surviving links in a rapidly diminishing chain which served to unite the two administrations.

"Senator Bureau's associates of earlier years will have little difficulty in recalling his vivid personality. He was a strong party man, vigorous in his advocacy of Liberal principles and policies; ever alert and prepared at a moment's notice to take his full share in any political contest or parliamentary debate. He was keen and ready as a debater, but while fearless and outspoken, he was ever chivalrous. Because of his ready wit and bonhomie, he enjoyed great popularity among his fellow members, and it used to be said in the Commons that no man had more friends on both sides of the House than Jacques Bureau. His nature was essentially kind and generous. He never sought to inflict wounds upon others, and where they occurred, bore with singular fortitude attacks directed against himself. Whilst Senator Bureau did not escape some of the enmities occasioned by the rivalries and jealousies of public life, those to whom he was attached found him the most loyal and companionable of friends and colleagues. A depth of personal devotion was characteristic of the attachment he had for more than one of his many friends.

"The impairment of Senator Bureau's health prevented him from continuing, in recent years, to take the prominent part in public discussions which he did for nearly half a century, but his interest in public affairs, and in his friends, never abated, neither did his zeal for the welfare of Canada and, in particular, for that of his native province. To friends and country, he gave his best, in long and untiring service; and by friends and country alike, his death will be widely mourned.

FROM HON. E. LAPOINTE.

(Canadian Press.)

QUEBEC, Jan. 23.—"I was intimately acquainted with Jacques Bureau, and I sincerely say that I have never known a more generous, more faithful or more straightforward friend," commented Hon. Ernest Lapointe, former minister of justice, when advised tonight of the death of his former colleague, Senator Jacques Bureau.

"Mr. Bureau was a fine man with a heart of gold," continued Mr. Lapointe. "It was necessary to be closely associated with him in order to appreciate the nobility of his character. To his family which he loved so well, I tender my sincerest sympathies in their loss."

ADJOURN AS TRIBUTE.

(Canadian Press.)

THREE RIVERS, Que., Jan.23.—As a tribute to the memory of Senator Jacques Bureau, a native son, a resident here for many years and one of the city's most prominent citizens, the council of the city of Three Rivers tonight adjourned its regular meeting.

POPULAR IN PARLIAMENT.

(Canadian Press.)

MONTREAL, Jan. 23.—For many years Senator Jacques Bureau made an annual gift to his friends. It was a small box of white, smelt-like fish caught through the ice in waters about Three Rivers. Annually the boxes would be forwarded to political and business colleagues and other friends bearing New Year's wishes.

Such a gift was received a few days ago by Senator Raoul Dandurand, leader of the opposition in the Senate, and tonight he began his annual letter of thanks to Senator Bureau. But his work was interrupted when a friend telephoned to inform him that Senator Bureau had died in his suite at a Montreal hotel.

"He was a statesman esteemed throughout the country and widely known for his firm convictions and aggressiveness in political battle," Senator Dandurand said. "As a member of Parliament he was most popular. He injected into parliamentary debate a firmness of conviction a clarity of expression and an aggressiveness which won him the esteem of his political foes and the reputation of being a debater of sound ability.

"In the Senate he never spoke at length but would listen attentively and, now and again, rise to express a matured opinion in a concise manner.

"His character was upright and his spirit was ever genial. He had a keen sense of humor and his wit was sharp and spontaneous. He was a staunch Liberal and all his political addresses embodied the sterling qualities of enthusiasm and determination."

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PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

C 138292

Ottawa, January 23, 1933

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By the Honourable Senator Bureau's death the Parliament of Canada ~~loses~~ has lost one of its best known and most popular figures. For thirty-two consecutive years Senator Bureau was a member of one House or the other. For twenty-five years, he sat in the House of Commons, and for over seven years, in the Senate. From 1907 to 1911 he was Solicitor General in the Administration of Sir Wilfrid Laurier, and from 1921 to 1925 Minister of Customs and Excise in the late Liberal Administration. Senator Bureau was thus one of the few surviving links in a rapidly diminishing chain which has served to unite the two Administrations.

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C 138293

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The impairment of Senator Bureau's health prevented him from continuing, in recent years, to take the prominent part in public discussions which he did for nearly half a century, but his interest in public affairs, and in his friends, never abated; neither did his zeal for the welfare of Canada and, in particular, for that of his native province. To friends and country, he gave his best, in long and untiring service; and by friends and country alike, his death will be widely mourned.

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PUBLIC ARCHIVES
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C138294

Maxime D. Cormier, Esq., M.P.
(Restigouche-Madawaska, N.B.)

Died - January 14, 1933

Tribute
House of Commons
Jan. 30, 1933

7.

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PUBLIC ARCHIVES
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C 138295

House of Commons,
Ottawa,
January 30, 1933

The late Mr. Maxime D. Cormier

Rt. Hon. W. L. Mackenzie King (Leader of the Opposition):

Personally, and on behalf of the Liberal members of the opposition, I desire to express to the Prime Minister, and to hon. gentlemen opposite, our sincere sympathy in the loss which they and their party have sustained through the death of the late member for Restigouche-Madawaska, Mr. Maxime Cormier.

Having entered parliament so recently, Mr. Cormier was just coming to be known to many of the members. Those of us who had the pleasure of his acquaintance will appreciate how considerable is the loss sustained by those whose interests he sought to serve; and how merited the tribute which has just been paid his memory by the Prime Minister.

We join with other members of this House in the desire to have the expression of its sympathy conveyed to Madame Cormier and the members of her family, who have been so suddenly and so greatly bereaved.

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C 138296

House of Commons
January 30, 1933

THE LATE MR. MAXIME D. CORMIER

Right Hon. R. B. BENNETT (Prime Minister): Mr. Speaker, it has been said that death loves a shining mark. If that be true, we in this house have since the adjournment had striking evidence illustrating the force of that observation. Little did any of us, when we left here a few short weeks ago, think one of our number, Mr. Maxime D. Cormier, member for Restigouche-Madawaska, would have passed from this world. Nevertheless, such is the case.

A young man of great, indeed, of more than ordinary promise, has been called from us. He had a career that exemplifies fully what may be achieved by honest effort. He was descended from a family that came to this country over two and a half centuries ago. He early conceived the idea of making for himself a place in the public life of the country, and, settling in Edmundston, although born in the county of Westmorland, New Brunswick, identified himself with every local movement in that community. He was principal of the school and, subsequently admitted to the bar, he filled practically all the offices that might be filled by a member of the profession in the capital town of that county. He was judge of probate, clerk of the supreme court and clerk of the county court. In the fulness of time he offered himself as a candidate for the suffrage of his fellows. He was defeated, but in the election of 1930 he was returned to this house.

He had many qualities that endeared him to those who were privileged to know him well. I am told by one of his colleagues who was present at his funeral, that the manifestation of real sorrow and grief on the part of thousands of people who gathered there that day to pay their last earthly tribute to one of their number, was indeed striking, he had not seen anything like it before.

Mr. Cormier had a genial disposition and readily accommodated himself to the difficulties that arose by reason of the fact that he represented a constituency in which lived, in almost equal numbers, representatives of the two great races. Everyone spoke well of him in his desire to do justice and deal fairly with the claims of all persons regardless of race or religion, and to have attained the position of singular confidence he enjoyed in his community was well worth the effort of a lifetime. We shall miss him because of his kindly disposition, because of his buoyant optimism, because he represented the admixture of fairness and justice so essential in dealing with the many problems that confront legislators and others in this country. I ask you, sir, to convey to the sorrowing wife and children the expressions of sympathy of this chamber in the great loss they have sustained.

Right Hon. W. L. MACKENZIE KING (Leader of the Opposition): Personally, and on behalf of the Liberal members of the opposition, I desire to express to the Prime Minister (Mr. Bennett) and to hon. gentlemen opposite, our sincere sympathy in the loss which they and their party have sustained through the death of the late member for Restigouche-Madawaska, Mr. Maxime Cormier.

Having entered parliament so recently, Mr. Cormier was just coming to be known to many of the members. Those of us who had the pleasure of his acquaintance will appreciate how considerable is the loss sustained by those whose interests he sought to serve; and how merited the tribute which has just been paid his memory by the Prime Minister.

We join with other members of this house in the desire to have the expression of its sympathy conveyed to Madame Cormier and the members of her family, who have been so suddenly and so greatly bereaved.

Mr. ROBERT GARDINER (Acadia): Mr. Speaker, may I on behalf of those who sit in this corner of the house join in the tribute which has been paid to our late colleague, Mr. Cormier, by the Prime Minister (Mr. Bennett) and the leader of the opposition (Mr. Mackenzie King). Although Mr. Cormier had been a member of this house only since the election of 1930, I am sure all hon. members will join sincerely in the tribute which the Prime Minister has paid to his memory.

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C 138297

John S. Ewart, K.C.

Died - February 21, 1933

8

SUPERFINE
LINEN RECORD
MADE IN CANADA

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PRESS CLIPPINGS

Office of
The Leader of the Opposition
C138298

Name of Publication The Ottawa Journal

Date February 22, 1933

Subject

Mackenzie King Pays a Tribute

John S. Ewart, K.C., One Who Truly Loved His Country.

Tribute to J. S. Ewart, who died yesterday, was paid by Rt. Hon. Mackenzie King.

"It was with feelings of real sorrow that I learned of the death of J. S. Ewart, K.C.," said Mr. King last night. "He had been a close personal friend for many years, having been also, since his college days, a friend of my father.

"Mr. Ewart was pre-eminent as a legal counsel. In the practice of his profession he specialized on constitutional questions. He retired from active practice some years ago and ever since devoted himself in a singularly disinterested fashion to a study of the major political problems of the Dominion, and to the root causes of wars in which the British Empire has participated. To these subjects he brought to bear the acumen of a keen analytical mind and exceptional powers of clear and definite exposition.

"His strong anti-Imperialist views, and fearless advocacy of the Kingdom of Canada, brought Mr. Ewart inevitably into the arena of the bitterest political discussion, and served to arouse toward him, on occasions, no end of personal and political antipathy. So firm, however, did he regard the basis of his convictions that he never permitted his feelings to become in the least disturbed by the attitude of others toward him. While he enjoyed political controversy, he never descended in political discussion to personalities, and was ever ready to accord to the opinions of others, the respect to which he believed his own to be entitled. His method was to allow the facts to speak for themselves and to rest his case on its merits. Much that he had contended for, he lived to see admitted by friend and foe alike; even those who continued to differ most strongly from him, came to respect his great sincerity and to admire his serenity.

"It is to be expected that men will continue to differ upon many of Mr. Ewart's views, but his name will be held in honor by all who are prepared to concede that a country's liberties owe everything to integrity of purpose, independence of view, and fearless assertion of conviction. No one will deny that Mr. Ewart was a great Canadian, or that the views which he expressed owed their origin to his love for Canada and to the great belief which he had in her future. It is as one who truly loved his country that he would most wish to be remembered."

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PUBLIC ARCHIVES
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C138299

Ottawa, February 21, 1933

When interviewed this evening, Mr. Mackenzie King gave to the Canadian Press the following appreciation:

It was with feelings of real sorrow that I learned this afternoon of the death of Mr. J. S. Ewart, K.C. He had been a close personal friend for many years, having been also, since his college days, a friend of my father.

Mr. Ewart was preeminent as a legal counsel. In the practice of his profession he specialized on constitutional questions. He retired from active practice some years ago and ever since devoted himself in a singularly disinterested fashion to a study of the major political problems of the Dominion, and to the root causes of wars in which the British Empire has participated. To these subjects he brought to bear the acumen of a keen analytical mind and exceptional powers of clear and definite exposition.

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It is to be expected that men will continue to differ upon many of Mr. Ewart's views, but his name will be held in honour by all who are prepared to concede that a country's liberties owe everything to integrity of purpose, independence of view, and fearless assertion of conviction. No one will deny that Mr. Ewart was a great Canadian, or that the views which he expressed owed their origin to his love for Canada, and to the great belief which he had in her future. It is as one who truly loved his country that he would most wish to be remembered.

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C138301

Rt. Hon. F. A. Anglin

Died
March 2nd, 1933

Tribute
released to press
March 2, 1933

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PRESS CLIPPINGS

Office of
The Leader of the Opposition

C 138302

Name of Publication The Ottawa Citizen

Date March 3, 1933

Subject

Glowing Tributes Are Paid to Late Rt. Hon. F. A. Anglin

High tribute to the late Rt. Hon. Francis A. Anglin, former Chief Justice of Canada for nine years, whose death occurred at his residence yesterday afternoon, was paid by prominent Canadians in Ottawa and in other parts of the Dominion last night, for his reputation as a jurist had spread far and wide during his lifetime.

All spoke of the many fine qualities possessed by the late Chief Justice who for years adorned the bench of the Supreme Court of Canada.

When the Supreme Court opens at 10 o'clock this morning, Rt. Hon. Lyman P. Duff, acting chief justice, will speak on behalf of that court, regretting the passing of their former colleague. An opportunity will be afforded also to members of the bar present to pay their respects to the memory of the late Chief Justice.

Among those paying tribute to the former Chief Justice were Rt. Hon. W. L. Mackenzie King, Liberal leader, Rev. Father D. F. Finnegan of St. Joseph's church; Hon. Hugh Guthrie, K.C., minister of justice, and Chief Justice Sir Douglas Hazen of New Brunswick.

Rev. Father D. F. Finnegan, parish priest of St. Joseph's Catholic church, which the late Chief Justice attended for many years, spoke as fololws: "The former Chief Justice was a gentleman of many fine parts; clear vision, sound judgment, a true friend, and a strong Catholic."

Mr. Mackenzie King.

Rt. Hon. Mackenzie King paid the following tribute to the late former Chief Justice Anglin:

"To the friends of the Right Honorable F. A. Anglin, there will be less of surprise than of sorrow in the word that the late chief justice of Canada barely outlived the day of his retirement from the high office to which he was appointed in 1924, and which he filled with such great distinction. For some time past, it has been apparent that only the power of a most exceptional will could account for the tenacity with which he sought to continue to discharge his judicial duties. When the call to duty no longer sounded, the imperative summons was certain soon to be heard and obeyed.

"It was a kindly fate which permitted the late Chief Justice since tendering his resignation to read for himself of the esteem in which he was held by the judiciary and members of the legal profession, and of the place his name had won in Britain as well as in Canada. The appreciation of his high attainments and eminent career, which found expression at the time of his retirement, are still fresh in the minds of all. There is little that could be added to what has already been said in the press, wholly irrespective of party affiliations, of his services to his profession and to the country. The many acknowledgments of his indefatigable industry, his high integrity and his conspicuous abilities, which were made at the time, will be lasting tributes to his memory.

"The deepest sympathy will be felt for Mrs. Anglin, for the members of her family, and for the sisters and brother of the late Chief Justice, who have been so greatly bereaved."

Hon. Hugh Guthrie.

Hon. Hugh Guthrie, minister of justice, made the following comment upon the death of Chief Justice Anglin:

"The death of Chief Justice Anglin has removed from the scene a great Canadian jurist whose long and honorable career at the bar and upon the bench in Canada will long be remembered in the legal profession. The late Chief Justice in his earlier years enjoyed a very
legal practice in Ontario an
many briefs in important ca
fore the courts of Ontario, a
before the Supreme Court o
ada. His elevation to the
Court bench in Ontario cam
time when he had barely
middle age, but so outstandi
his career as a judge of the
courts that his promotion
Supreme Court of Canada soon followed. His career as a judge of the Supreme Court has been characterized in a very marked degree by ability and industry, and by legal attainment of very high order.

"Many of the judgments pronounced by the late Chief Justice in important cases which came before him for decision will long stand as landmarks in Canadian jurisprudence. Upon the death of the late Chief Justice, Sir Louis Davies, the choice of a successor fell upon Mr. Justice Anglin, as he was then known, and his appointment to the high office of Chief Justice of Canada met with general approbation throughout the Dominion. Subsequently, the late Chief Justice sat upon several occasions as a member of the judicial committee of the Privy Council, where his thorough grasp of legal principles and his wide knowledge of affairs enabled him to render valuable service while sitting upon the highest judicial tribunal in the British Empire. His death will be deeply felt by the Bench and Bar in England as well as in Canada.

"The late Chief Justice Anglin always maintained a close connection and a genuine interest in the proceedings of the Canadian Bar Association. He was a regular attendant at the meetings of the association and took an active part in all its proceedings. Upon many occasions it fell to the lot of Chief Justice Anglin to act as the deputy of His Excellency the Governor-General, and in the performance of parliamentary and other gubernatorial duties and functions his conduct was always marked by great dignity and precision. Death has now removed a great lawyer, a great judge, and a great Canadian."

SIR DOUGLAS HAZEN.

...would be in natural colors and to ...
pen and ink sketches. There will be an 80,000 word text in the first series. The second series will deal with the Vatican from the signing of the Lateran Treaty and the third will be a document on St. Peter's basilica. The illustrations will be lithographed with a 250-to-the-inch screen, the finest ever used in the

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PUBLIC ARCHIVES
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C 138303

To the friends of the Right Honourable F. A. Anglin, there will be less of surprise than of sorrow in the word that the late Chief Justice of Canada barely outlived the day of his retirement from the high office to which he was appointed in 1924, and which he filled with such great distinction. For some time past, it has been apparent that only the power of a most exceptional will could account for the tenacity with which he sought to continue to discharge his judicial duties. When the call to duty no longer sounded, the Imperative Summons was certain soon to be heard and obeyed.

It was a kindly fate which permitted the late Chief Justice since tendering his resignation to read for himself of the esteem in which he was held by the judiciary and members of the legal profession, and of the place his name had won in Britain as well as in Canada. The appreciation of his high attainments and eminent career, which found expression at the time of his retirement, are still fresh in the minds of all. There is little that could be added to what has already been said in the press, wholly irrespective of party affiliations, of his services to his profession and to the country. The many acknowledgments of his conspicuous abilities, which were made at the time, will be lasting tributes to his memory.

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 198, pages C138036-C138367)

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CANADA

The deepest sympathy will be felt for Mrs. Anglin, for the members of her family, and for ~~the brothers and~~ sisters and brothers of the late Chief Justice, who have been so greatly bereaved.

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C 138305

Sir Henry W. Thornton, K.B.E.

Died
March 14, 1933

Tribute
Released to Press
March 14,1933

W.L.M. King Papers, Memoranda and Notes, 1933-1939
(M.G. 26, J 4, volume 198, pages C138036-C138367)

PUBLIC ARCHIVES
ARCHIVES PUBLIQUES
CANADA

138306
Office of
The Leader of the Opposition

PRESS CLIPPINGS

Name of Publication..... The Ottawa Citizen .....

Date ..... March 15, 1933 .....

Subject .....

Sorrow Is Felt At Passing Of Sir H. Thornton

Rt. Hon. Mackenzie King, Hon. R. J. Manion, Hon. P. Heenan and Others Pay Their Tributes.

Many were the expressions of regret in the Parliament Buildings last night over the death of Sir Henry Thornton, former president of the Canadian National Railways. For years Sir Henry had been a frequent visitor on Parliament Hill, where he would be for days at a time before the Commons committee studying Canadian National affairs. His winning smile, his warm-hearted nature and his never failing sense of humor made him popular with the members of Parliament regardless of whether they favored or opposed his railway policies.

Rt. Hon. Mackenzie King paid this tribute to Sir Henry Thornton:

"The word of Sir Henry Thornton's death will evoke widespread sorrow throughout Canada. In the years in which Sir Henry was the head of the Canadian National Railways, he won for himself a reputation second to none as a great railway executive, and for the National Railways a position unparalleled by any government-owned and operated system in the world. Had it not been for the years of depression, and for policies which have helped to barricade the channels of trade, the Canadian National Railways would be as much a source of national pride today as they and their great competitor, the Canadian Pacific Railway, were in the years which immediately preceded the present world crisis.

"What Sir Henry achieved in the period of his administration of the National Railways may be obscured, for the time being, by the existing depression, and by political controversy to which it has served to give rise. As, however, the years go by, and all things fall into their true perspective, Sir Henry Thornton's work in bringing the Canadian National Railways to the position which they attained under his direction will stand out as a supreme achievement in national enterprise and in public service.

Charming Personality.

"Sir Henry Thornton possessed a charming personality. He was a man of vision, wide culture, ready wit, and broad human sympathies. He combined the genius of a great organizer and director of vast enterprises with the simple and natural qualities which make for friendship. His disposition was essentially kind and generous and just. Few men possessed in like degree the quality of gaining the co-operation of those with whom he was associated, and of inspiring loyalty. It was the reputation he had for fair play and equitable dealings in the relations between labor and capital, combined with his wide knowledge of transportation problems, and his known organizing abilities, which, a little over ten years ago, led the government of the day to retain his services. It has been generally conceded that a better choice could not have been made. When Sir Henry's resignation was tendered, general regret was expressed by the public, and particularly by the thousands of employes of the national system who had come to have explicit confidence in his management of the railways, and in his appreciation of their problems. This regret will be more widespread and more deeply felt than ever today.

"Not Canada alone, but Great Britain, the United States, and those other nations which he served so well at the time of the Great War, will all feel that in the death of Sir Henry Thornton they have lost a true friend. To each in turn, Sir Henry rendered an enduring service, and to all he was a kindly interpreter of interests held in common and a promoter of those understandings between peoples which make so strongly for international amity and goodwill. The world in times like the present can ill afford the loss of one whose heart and mind were so keenly alive to its problems and to its needs."

Hon. R. J. Manion's Tribute.

"Everyone has heard with deep regret of the sudden passing of Sir Henry Thornton," said Hon. R. J. Manion, minister of railways and canals, last night.

"As minister of railways I naturally saw much of him, and like all who came into contact with him, I was much impressed by his kindly nature, and his great enthusiasm and optimism. His family have the heartfelt sympathy of the whole Canadian people, and particularly of his old associates and employes on the Canadian National Railways."

Hon. Peter Heenan.

"I had many discussions with Sir Henry Thornton in connection with labor matters during his administration," said Hon. Peter Heenan, former minister of labor. "I always found him fair and reasonable in the treatment of the labor men under him. I can conscientiously say that when we lost Sir Henry the labor men of Canada lost a sincere friend."

Senator Murdock.

Senator James Murdock, vice-president of the Brotherhood of Locomotive Trainmen, joined in tribute to Sir Henry. "He knew the business of railroading," said Senator Murdock.

"He was a man with human sympathies always in evidence—one who appeared to hold firm the view that if and when mistakes are made, thou shalt not bear down upon the worker.

"His passing will be a matter of regret in the humble homes of Canada."

Press Gallery's Message.

The following message was transmitted tonight to Lady Thornton:

[illegible] important post. During the past months he had travelled in Canada and the Southern States.

Entered Hospital.

It was upon his recent return from Cuba that he found it necessary to enter the hospital for an abdominal operation. A tall and robust man, Sir Henry's constitution, at the age of 62 was none-the-less unable to withstand resultant complications

His condition gradually became worse until Monday night he sank into a coma from which he never recovered, the end coming this afternoon shortly before three o'clock.

Funeral services will be con[illegible] gallery Thursday afternoon in the

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C 138307

Dear Chubby:

C.P. has flash that Sir Henry Thornton is dead.

Mackenzie

C 138306

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C 138308

C-138301

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C 138309

Mr. King.

Home of the Citizen has just telephoned to say that Sir Henry Thornton died today in New York — a short time ago.

Ray Brown wonders if you wish to say anything for publication.

WLK

March 14 [1933]

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(M.G. 26, J 4, volume 198, pages C138036-C138367)

PUBLIC ARCHIVES
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C 138310

Mr. King:

Would it be convenient for you to say something about Sir Henry Thornton for our remaining two editions to-day? Either pen a line or two in the House or dictate it to the writer in your office or in the lobby ?

H. R. Armstrong

Toronto Star

Press Gallery

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The word of Sir Henry Thornton's death will evoke widespread sorrow throughout Canada. In the years in which Sir Henry was the head of the Canadian National Railways, he won for himself a reputation second to none as a great railway executive, and for the National Railways a position unparalleled by any government-owned and operated system in the world. Had it not been for the years of depression, and for policies which have helped to barricade the channels of trade, the Canadian National Railways would be as much a source of national pride to-day as they and their great competitor, the Canadian Pacific Railway, were in the years which immediately preceded the present world crisis.

What Sir Henry achieved in the period of his administration of the National Railways may be obscured, for the time being, by the existing depression, and by political controversy to which it has served to give rise. As, however, the years go by, and all things fall into their true perspective, Sir Henry Thornton's work, in bringing the Canadian National Railways to the position which they attained under his direction, will stand out as a supreme achievement in national enterprise and in public service.

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C 138312

Sir Henry Thornton possessed a charming personality. He was a man of vision, wide culture, ready wit, and broad human sympathies. He combined the genius of a great organizer and director of vast enterprises with the simple and natural qualities which make for friendship. His disposition was essentially kind and generous and just. Few men possessed in like degree the quality of gaining the co-operation of those with whom he was associated, and of inspiring loyalty. It was the reputation he had for fair play and equitable dealings in the relations between Labour and Capital, combined with his wide knowledge of transportation problems, and his known organizing abilities, which, a little over ten years ago, led the government of the day to retain his services. It has been generally conceded that a better choice could not have been made. When Sir Henry's resignation was tendered, general regret was expressed by the public, and particularly by the thousands of employees of the National System who had come to have implicit confidence in his management of the railways, and in his appreciation of their problems. This regret will be more widespread, and more deeply felt than ever to-day.

Not Canada alone, but Great Britain, the United States, and those other nations which he served so well at the

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C 138313

time of the Great War, will all feel that in the death of Sir Henry Thornton they have lost a true friend. To each in turn, Sir Henry rendered an enduring service, and to all he was a kindly interpreter of interests held in common and a promoter of those understandings between peoples which make so strongly for international amity and good-will. The world in times like the present can ill afford the loss of one whose heart and mind were so keenly alive to its problems and to its needs.

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PUBLIC ARCHIVES
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CANADA

C138314

Honourable Frank Oliver

Died
March 31, 1933.

Tribute
Released to the Canadian Press
April 1, 1933
12 noon

W.L.M. King Papers, Memoranda and Notes, 1933-1939
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C 138315

In the passing of the Hon. Frank Oliver, there has been taken from our midst one of the most conspicuous figures in the development of our country, and in its public life. In his day in Western Canada, Mr. Oliver was first, as well as foremost, in many fields of activity associated with progress. Considering the part he played in settlement, in government and in the formation of an enlightened public opinion, his name ~~will~~ may well be regarded as worthy of a place among the makers of Canada.

It is doubtful if those who shared the friendship of Mr. Oliver will ever again be privileged to talk with one who, within Parliament ~~and~~ as well as without its halls, had as much to do with giving to the map of Western Canada the lines of its present and future development. In his advanced years, he had become the sole survivor of those who had held a place in the Council of the Northwest Territories and ~~the~~ in the Dominion Cabinet. Of the former body he was the first elected member. In the latter he was for years Minister of the Interior. ~~He was also~~ as well he was also one of the few ~~remaining~~ surviving ~~links between the present day and those~~ of the Laurier Administration.

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C138316

For more than half a century, ~~he~~ Mr Oliver persistently and courageously espoused Liberal principles and policies in the press, on the platform, and in Parliament. In politics, as in all else, he was strong in his convictions and fearless in their expression. I~~n his day~~ He fought many hard political battles in his day, and by friend and foe alike he will be remembered as a political warrior who, regardless of the cost, never ~~either hid or~~ lowered his colours. ~~In Mr Oliver's death Canada has lost one of~~

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In the quiet afterglow of the latter part of his life, in which his friends in the Capital were accustomed to see Mr. Oliver, they were apt to forget much of the ceaseless activity of the preceding years, and the sacrifices and privations by which they were accompanied. To-day, a truer perspective reveals him as a pioneer on the frontiers of civilization who carried with him to the close of life a rugged independence and sterling self-reliance which made him indifferent to the favours of fortune and impervious to its vicissitudes. To the very end, he was the pioneer.

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C 138318

Mr. T. M. Cayley, M.P.
(South Oxford)
Ontario.

Died - May 30th, 1933

Tribute released to
The Canadian Press
May 30, 1933

House of Commons Tribute

January 25th, 1934

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138319

To the Canadian Press:

Upon learning of the death of Mr. T. M. Cayley, M.P., Mr. Mackenzie King said:

I am deeply sorry to learn of Mr. Cayley's death. Though Mr. Cayley has been in the House of Commons only during the last two parliaments, having been first returned as Member for South Oxford in the general election of 1926, he had come to be well known as one of the most dependable and faithful Members of the Commons and to enjoy the friendship and regard of many of his political opponents as well as of all the Liberal Members.

Experience gained as a teacher of many years, and special knowledge of insurance and other business matters, lent a note of authority to Mr. Cayley's contributions to the debates in which he participated, which was heightened by a neverfailing note of moderation and toleration.

His death, which, under the circumstances of his recent illness, was not unexpected, will occasion widespread sorrow, and the deepest sympathy of members of his party in all parts of Canada will be extended to Mrs. Cayley and the other members of the family who have been so greatly bereaved.

Ottawa,
May 30, 1933

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PRESS CLIPPINGS

C138320 Office of the Leader of the Opposition

Name of Publication The Ottawa Journal

Date May 31, 1933

Subject Death of Mr. T. M. Cayley, M.P. - May 30th.

Mackenzie King Pays Tribute to T. M. Cayley

Upon learning of the death of T. M. Cayley, M.P., Rt. Hon. Mackenzie King, Liberal leader, said:

"I am deeply sorry to learn of Mr. Cayley's death. Though Mr. Cayley had been in the House of Commons only during the last two Parliaments, having been first returned as member for South Oxford in the general election of 1926, he had come to be well known as one of the most dependable and faithful members of the Commons and to enjoy the friendship and regard of many of his political opponents as well as of all the Liberal members.

"Experience gained as a teacher of many years, and special knowledge of insurance and other business matters, lent a note of authority to Mr. Cayley's contributions to the debates in which he participated, which was heightened by a never failing note of moderation and toleration.

"His death, which, under the circumstances of his recent illness, was not unexpected, will occasion widespread sorrow, and the deepest sympathy of members of his party in all parts of Canada will be extended to Mrs. Cayley and the other members of the family who have been so greatly bereaved."

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C 138321

House of Commons Tribute

January 25, 1934

Right Hon. R. B. BENNETT (Prime Minister): Mr. Speaker, once more it is my melancholy duty to record the passing of two of our members during the recess. We had barely separated after prorogation when death called one of our not very well known but very well beloved members, Mr. Thomas Merritt Cayley, member for South Oxford.

I sometimes wonder whether or not a recess has ever passed without death claiming one of the members of this house. Mr. Cayley's death was not unexpected; I think he himself realized that his days were numbered. He had lived for many years in the county which he represented; he was a representative of the very finest type of citizenship of the old province of Ontario. In his younger days he had been a teacher, and it is a matter of comment that during the last contest in the county which he represented he was supported very warmly and enthusiastically by large numbers of young men and women who had received instruction at his hands.

He was not very active in the business of this house, yet his fine business sense and his wide knowledge of insurance matters always gave singular importance to any observations he was pleased to make in this chamber. We will mourn his passing as a loss to that membership in the house which is represented by those who have passed through various stages of political life in the counties which they represent, and who in my judgment are the finest representatives of the finest type of Canadian citizenship. I offer to the right hon. leader of the opposition (Mr. Mackenzie King) and the members of his party my sincere sympathy in the loss of a very excellent hard working and distinguished member of parliament.

Right Hon. W. L. MACKENZIE KING (Leader of the Opposition): Mr. Speaker, I desire to express to the Prime Minister (Mr. Bennett) my thanks, and those of the official opposition, for the sympathy he has extended to us in the loss of our late colleague, Mr. T. M. Cayley, the former member for South Oxford, and for the tribute he has paid Mr. Cayley's memory.

I desire to express to him, and to members of the Conservative party, more particularly to the members of the government, the sympathy of the official opposition, and the expression of my personal sympathy, in the loss they have sustained in the death of Mr. Ryckman, who, until quite recently, was a member of the present administration, and who was also a member of a previous Conservative administration.

The late member for South Oxford and the late member for Toronto East were both in ill health during the last session, and while we naturally hoped that their health in some measure might be restored, it cannot be said that in the case of either the end was wholly unexpected when it came.

Mr. Cayley was considerably the younger of the two, being only in his fifty-fifth year at the time of his death. He had, too, been in public life and a member of the House of Commons for a much shorter time, having entered in 1926 as the member for South Oxford, for which constituency he was again returned in 1930. His public career, though brief, was full of promise.

He was a native son of Oxford county, and his election as member for South Oxford was due in the main to recognition on the part of the electorate of the extent to which his life had been bound up in furthering the interests of the district, which was the home of himself and his parents. In all community movements, whether these related to politics, religion, or education; to furthering the interests of agriculture, business, the needs and activities of ex-service men, or fraternal organizations, he was foremost, over the greater part of his life.

Though a member of the House of Commons during two parliaments only, Mr. Cayley, as the Prime Minister has just said, made for himself a real place in its deliberations. He was a clear thinker and a good [illegible] the friendship and very sincere regard of many of his political opponents, as well as of all the members of his own party. We who knew him best will long cherish his memory.

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C138322

Honourable Philippe Paradis
(Shawinigan)
Que.

Died - June 20th, 1933

Tribute released to
The Canadian Press
June 20, 1933
10;oo pm

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PRESS CLIPPINGS

C138323

Office of
The Leader of the Opposition

Name of Publication The Ottawa Morning Citizen

Date June 21, 1933

Subject Tribute to Senator Paradis - Died June 20, 1933

Mr. King's Tribute To Hon. P. Paradis

A tribute to Hon. Philippe Paradis, member of the Senate since 1927, who died yesterday, was paid by Rt. Hon. W. L. Mackenzie King, Dominion Liberal leader, last night.

"I am indeed pained to learn of the death of one who for many years has been so loyal and devoted a counsellor and friend," said Mr. King. "Profound sorrow will be felt and expressed in all parts of Canada at the word of Senator Paradis' death; particularly will his loss be mourned by members of the Liberal party, in the councils of which for many years he has been foremost, both in provincial affairs in his native province, and in federal politics. Few men have been more indefatigable or more unselfish in their efforts to promote their party's interest and to advance its principles and policies.

"As a member of the legislative council of Quebec, and later as a member of the Senate of Canada, Hon. Philippe Paradis rendered useful and important service as a legislator. Apart, however, from the arena of party politics, he rendered disinterested service in many capacities. His kindly and public-spirited nature made him ever ready to further any project in which some public interest was to be served. His business training, combined with rare natural abilities, led to an enlistment of his active interest in many public causes. His circle of friends was a very wide one, and included not a few of those who were opposed to him politically.

"The deepest sympathy will be felt by one and all for Madame Paradis and the members of her family in this great bereavement."

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C138324

To the Canadian Press:

When advised of the death of the Honourable Philippe Paradis, Mr. Mackenzie King said:

I am indeed pained to learn of the death of one who for many years has been so loyal and devoted a counsellor and friend. Profound sorrow will be felt and expressed in all parts of Canada at the word of Senator Paradis' death; particularly will his loss be mourned by members of the Liberal party, in the councils of which for many years he has been foremost, both in provincial affairs in his native Province of Quebec, and in federal politics. Few men have been more indefatigable or more unselfish in their efforts to promote their party's interests and to advance its principles and policies.

As a Member of the Legislative Council of Quebec, and later as a Member of the Senate of Canada, the Honourable Philippe Paradis rendered useful and important service as a legislator. Apart, however, from the arena of party politics, he rendered disinterested service in many capacities. His kindly and public-spirited nature made him ever ready to further any project in which some public interest was to be served. His business training, combined with rare natural abilities, led to an enlistment of his active interest in many public causes. His circle of friends was a very wide one and

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included not a few of those who were opposed to him politically.

The deepest sympathy will be felt by one and all for Madame Paradis and the members of her family in their great bereavement.

Ottawa,
June 20, 1933

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C 138326

Honourable F. L. Beique, K.C.

Senator

Died - September 12, 1933

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C 138327

(Given to the Press Sept. 12, 1933)

The passing of Senator Béique will occasion widespread sorrow and be recognized everywhere as a national loss. It removes from the public life of Canada one who for over half a century in legal, educational, financial, as well as political circles, has held an eminent position; one whose high integrity, wide knowledge and wise counsel in national and international affairs made him an elder statesman of quite exceptional character as well as influence.

In the parliament of Canada the loss of Senator Béique will be particularly felt, and nowhere more than in the councils of the Liberal party. He was one of the few surviving links between the Liberalism of Sir Wilfrid Laurier's day and that of our own. Of him it was a characteristic distinction that notwithstanding great age, his heart and mind continued young, large experience of human affairs seemed but to confirm his belief in the open mind and the forward outlook and to increase the warmth of a truly benevolent nature.

The loss to Senator Béique's immediate friends will be very great indeed. To me personally as the Leader of the Liberal party it means the passing of one who in all personal and political relationships has been loyalty itself, and whose counsel and co-operation has been both generous and constant.

In the bereavement of Madame Beique of a companionship of nearly sixty years of private life and public service there will be experienced on all sides feelings of profound sympathy.

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C138328

Hon. E. B. Ryckman, M.P.
(Toronto East)

Died - January 11, 1934

House of Commons Tribute
January 25, 1934.

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(M.G. 26, J 4, volume 198, pages C138036-C138367)

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C 138329

Tributes to Deceased Members

1934 Session

January 25th

Right Hon. W. L. MACKENZIE KING (Leader of the Opposition): Mr. Speaker, I desire to express to the Prime Minister (Mr. Bennett) my thanks, and those of the official opposition, for the sympathy he has extended to us in the loss of our late colleague, Mr. T. M. Cayley, the former member for South Oxford, and for the tribute he has paid Mr. Cayley's memory.

I desire to express to him, and to members of the Conservative party, more particularly to the members of the government, the sympathy of the official opposition, and the expression of my personal sympathy, in the loss they have sustained in the death of Mr. Ryckman, who, until quite recently, was a member of the present administration, and who was also a member of a previous Conservative administration.

The late member for South Oxford and the late member for Toronto East were both in ill health during the last session, and while we naturally hoped that their health in some measure might be restored, it cannot be said that in the case of either the end was wholly unexpected when it came.

Mr. Cayley was considerably the younger of the two, being only in his fifty-fifth year at the time of his death. He had, too, been in public life and a member of the House of Commons for a much shorter time, having entered in 1926 as the member for South Oxford, for which constituency he was again returned in 1930. His public career, though brief, was full of promise.

He was a native son of Oxford county, and his election as member for South Oxford was due in the main to recognition on the part of the electorate of the extent to which his life had been bound up in furthering the interests of the district, which was the home of himself and his parents. In all community movements, whether these related to politics, religion, or education; to furthering the interests of agriculture, business, the needs and activities of ex-service men, or fraternal organizations, he was foremost, over the greater part of his life.

Though a member of the House of Commons during two parliaments only, Mr. Cayley, as the Prime Minister has just said, made for himself a real place in its deliberations. He was a clear thinker and a good able and conscientious of men in the discharge of his duties as a member of Parliament, and one of the most loyal to his party and its leader. He was of a very kindly disposition and was well liked, and enjoyed the friendship and very sincere regard of many of his political opponents, as well as of all the members of his own party. We who knew him best will long cherish his memory.

The late Minister of National Revenue, Hon. Mr. Ryckman, was also fortunate in enjoying the friendship of not a few of his political opponents, as well as of all members on his own side of the house.

Quite apart from any differences of political opinion, which are well known, but of which I should not wish to speak at this time, I would say that I think it would be doing an injustice to Mr. Ryckman's memory to attempt to gauge his services to the country or to his party by the years during which he held the office of Minister of National Revenue which for him were years of greatly impaired health. His resignation from the cabinet some weeks ago was due to recognition on his part, as well as that of the Prime Minister, that, because of the very serious condition of his health, he was unable to discharge the duties of his office. He had been, in fact, far from well for a long time past. This was known to the Prime Minister, and I can say for myself and for the members of my party, that it was a fact ever present to our minds. I know it was a painful duty to the Prime Minister to feel obliged to accept Mr. Ryckman's resignation, just as I believe it was a feeling of loyalty which caused him to retain his colleague at his side as long as he did. There is nothing in public life, as there is nothing perhaps in private life, quite so difficult as to hold the scales evenly between our personal loyalties and our official duties.

What I think we can now see more clearly, and what was most admirable, and what we shall wish always to recall, is the tenacity with which the minister sought to discharge the country is not likely to forget his patriotism, or the sacrifice occasioned his family circle by the great war.

Personally, I am inclined to place foremost, as deserving of highest remembrance, Mr. Ryckman's readiness in years such as those which have followed the great war, to continue to share in the public life of his country. It won for him the distinction of being a minister of the crown in two administrations, but even more worthy of remembrance, it seems to me, is the fact that he shared as well and with great loyalty, as the Prime Minister has said, the fortunes of his party when in opposition, and that for over twelve years he was a member of this House of Commons.

I join most sincerely, as do all hon. members of the opposition, in the expression of deepest sympathy in their bereavement, which you, Mr. Speaker, have been asked by the Prime Minister to convey on behalf of the house to Mrs. Cayley and to Mrs. Ryckman and to the members of their respective families.

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C 138330

Honourable Robert Forke
Senator

Died - February 2, 1934

Tribute
Released to the Canadian Press
February 2, 1934

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The word of the death of The Honourable Senator Forke, though not unexpected, brings with it a sense of national loss.

Mr. Forke was representative of the type of citizen which has contributed more to the making of Canada than any other class. He had all the best characteristics of the sturdy pioneers who have done so much to develop settlement and government in Canada. In his personal and public life he exemplified in the highest degree the qualities of industry, intelligence and integrity so marked in many of the Scotch race to which he belonged. Possessed of an ardent desire to further the betterment of his fellowmen, and endowed with a keen sense of responsibility to the community and country in which he lived, Mr. Forke brought these qualities to bear in a most unselfish and patriotic manner throughout a long life of public service.

Beginning his public service in the humble sphere of Reeve of the municipality of Pipestone, which office he held for twenty years, he came, in the course of time, to be, not only member in the House of Commons of Canada for the constituency in which Pipestone was located, but a Minister of the Crown, and a member of the Canadian Senate. When the more advanced Liberalism of Western Canada gave birth to the formation of the Progressive Party, prior to the return of a Liberal administration to power in 1921, Mr. Forke became one of the recognized leaders of the new

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movement. His capacity for leadership was recognized in his appointment in 1922 as chairman of the executive committee and house leader of Progressive federal members in the Commons. As leader of the Progressive party, Mr. Forke lent his co-operation to the Liberal government, which came into office in 1921, in the support of Liberal principles and policies. Believing that more in the accomplishment of aims held in common could be advanced by furthering unity, rather than by perpetuating divisions among those of Liberal outlook, Mr. Forke, after the general elections of 1926, became a member of the late Liberal administration, and held the portfolio of Minister of Immigration and Colonization until his appointment to the Senate in 1929.

As a colleague, Mr. Forke was loyalty itself. His understanding of human nature and his sympathy with human needs, combined with a wide experience, lent much of wisdom to his guidance of public affairs, always dictated by the highest of motives and characterized by an uprightness of spirit which will ever have its association with his name.

In the bereavement which they have sustained, Mrs. Forke and her three daughters will have the sympathy of a country which shares their loss.

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C 138333

King Albert I of Belgium

Died - February 17, 1934

Tribute
House of Commons
February 19th, 1934

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C 138334

As leader of the Official Opposition in this House of Commons, I deem it a privilege to join with the Right Honourable the Prime Minister in the sentiments which he has expressed on behalf of the Canadian people in appreciation of the truly great and noble life of the late King Albert I of Belgium; and of the loss which Belgium and the world has sustained in the late King's sudden and tragic death.

I join as well, on behalf of honourable members on this side of the House, in the sympathy which the Prime Minister has expressed with Her Majesty the Queen of Belgium, and the members of the Belgian Royal Family, in their personal bereavement, and with the people of Belgium in their national loss.

Character, and the circumstances of his time, combined to give to the late King, most of the attributes of the mythical hero of legendary days. It is in no way due to convention that in all parts of the world today, King Albert of Belgium's many virtues as a sovereign and as a man are being extolled. He, if ever Monarch was, will be remembered as a Knight of the Hold Grail, and as a man who found the joy

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and fullness of life in high and noble adventure. The manner of his death portrayed the quest of his soul.

The world, in these days of anxiety and uncertainty, will greatly mourn the loss of one whose personality and patriotism did so much to unite the Crown and the people in bonds of mutual confidence and affection. It will, however, recognize as a legacy to all mankind, what it now recalls of his kingly and heroic leadership of his country in times of peril; his rigid regard as a sovereign for constitutional practice and procedure; his never-failing solicitude for the well-being of his subjects; his democratic sympathies and behaviour, and his exemplary personal life.

Ottawa,
House of Commons,
February 19, 1934.

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C 138336

Lord Aberdeen

Died - March 7, 1934

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C 138337

Death of Lord Aberdeen

Tribute
House of Commons
March 8, 1934

Right Hon. W. L. MACKENZIE KING (Leader of the opposition): I rise to associate myself and hon. members on this side of the house with the felicitous tribute which has been paid by the right hon. the Prime Minister (Mr. Bennett) to the memory of the late Marquis of Aberdeen and Temair, who for five years held the high office of Governor General of this dominion. I should like to express my appreciation not only of the tribute the Prime Minister has paid but of his establishing the precedent of voicing, on behalf of parliament and the country, abiding remembrance of those who, as great public servants, have come to Canada from other parts of the British Empire and made worthy contributions to the history of our land. In this, I think the House of Commons will heartily concur.

To speak of Lord Aberdeen and to recall the fact that it is some forty years or more since he came to Canada as the representative of the crown, causes one to recognize that one is referring to a previous era in British history, the era of Queen Victoria and of Mr. and Mrs. Gladstone, an age which occupies a unique place in history. The lives of Lord and Lady Aberdeen were closely associated with those of the Gladstones, and the traditions of that time come naturally before our minds.

I suppose the most appropriate reference at the moment is to remind the house, as the Prime Minister has done, of what was said in our parliament of the late Lord Aberdeen on his return to England, after having spent his five years here. An address was moved in this house by Sir Wilfrid Laurier, the Prime Minister of the day, in which Sir Wilfrid, on behalf of the House of Commons, expressed the warm appreciation felt by the people of Canada of the public services of both Lord and Lady Aberdeen, of the very acceptable manner in which in the performance of the different functions pertaining to royalty they had discharged their duties as representatives of the Queen, of the great service they had rendered to art, science and letters during their stay in Canada, and, above all, of their democratic sympathies and close identification with those causes which have to do with human welfare and social well being. Nothing could have reflected better the success of Lord Aberdeen's administration in Canada than his reappointment to the vice-royalty of Ireland in subsequent years.

To many of us in Canada the death of Lord Aberdeen will mean not only the passing of a great public servant, one who has been true to the highest traditions of devoted and disinterested service to the state, and to the church to which he belonged, but the loss of a very dear personal friend. Lord Aberdeen possessed to a marked degree those qualities of generous sympathy, kindly interest and loyalty which win for their possessors many intimate friendships. He never lost touch or association with Canada and its people, but maintained both by the welcome he gave Canadians visiting the old land, and by return visits to Canada of Lady Aberdeen and himself.

Recalling the nature of the life-long services of Lord and Lady Aberdeen to great causes, recalling how closely for nearly sixty years they were united in purpose and in the happiness of their domestic life, and recalling, above all, their devotion and their fidelity to the faith of their fathers, I desire to join in all sincerity in the sympathy extended by the Prime Minister on behalf of parliament to Lady Aberdeen, who has been so greatly bereaved, and to the members of her family.

Like the Prime Minister, I would conclude in what seems to me an appropriate quotation in reference to Lord Aberdeen and his many years of public service. Slightly transposing Wordsworth's familiar lines, it might truly be said of him:

> His high endeavours were an inward light
> That made the path before him always bright.

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